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ABSTRACT

California's welfare reform program, Greater Avenues for Independence (GAIN), assigned the state's community colleges a major role in promoting financial self-sufficiency among welfare recipients by equipping them with marketable vocational skills. A study was conducted to determine the nature and amount of involvement of the community colleges in planning and implementing GAIN, and to assess program capacity, the quality and capacity of the colleges' management information systems, and their desire for technical assistance in implementing GAIN. The study found that: (1) over 80% of the colleges expect to have implemented GAIN by the end of 1988-89; (2) over 50% plan to provide vocational education and English as a Second Language instruction, 40% will provide short-term job training, and over 30% will provide support services such as personal and employment counseling, vocational assessment, and child care; (3) the academic performance of GAIN students in 1986-87 was better than average for community college students in terms of units attempted and completed and grade point average; (4) GAIN students tended to be unmarried with children, economically disadvantaged, and to have little employment experience; and (5) GAIN had the support of community college administrators and program participants. Based on study findings, recommendations were developed for improving GAIN service delivery, reporting, and funding, and for providing technical assistance. The greater part of the document consists of three major reports produced by the GAIN study: (1) Special Census Survey on GAIN Services; (2) Community College Maintenance-of-Effort Data for GAIN Implementation; and (3) Community College Students and GAIN: Analysis of Student Files and Survey Data. (EJV)

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SURVEY/STUDY
SUMMARY
REPORT

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Chancellor's Office
March 1988

GAIN SURVEY/STUDY SUMMARY REPORT

Report 88-3
March 1988

Prepared by

Special Program Unit
Student Services and Special Programs Division
Chancellor's Office
California Community Colleges
1107 Ninth Street
Sacramento, California 95814

Based on Research and Technical Reports by

Pacific Management Research Associates
Sacramento, California

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Executive Summary

The results from the GAIN survey and study provide a basis for describing and strengthening the role of community colleges in GAIN. Over 80 percent of all colleges expect to have implemented GAIN by the end of 1988-89. Over half will provide vocational education and English as a Second Language. About 40 percent will provide short-term job training, and over 30 percent will provide support services such as personal and employment counseling, vocational assessment, and child care.

The academic performance of GAIN students in 1986-87 was better than average. They attempted and completed more units than non-GAIN students and achieved a slightly higher average grade point then their non-GAIN counterparts.

While they often had at least as much pre-college education as non-GAIN students, GAIN participants tended to be unmarried with children, were economically disadvantaged, and possessed little employment experience. They made much greater demands than non-GAIN students on such student services as financial aid, EOPS, tutoring/learning skills centers, and child care.

Administrators from approximately half of the colleges have participated actively in county GAIN planning. In principle, they believe that the range of GAIN-specified services can help welfare clients become job ready and self-sufficient. GAIN students in 1986-87 expressed great satisfaction with GAIN and with community college services and staff. At the same time, both administrators and students identify certain needed program improvements in three general areas: 1) delivery of instructional and support services, 2) reporting of student activities and cost data, and 3) funding. Those suggestions support recommendations for Chancellor's Office staff action in the following areas of interagency policy development and local technical assistance.

Interagency Policy Development

Chancellor's Office staff recommends the development of policy language in the following areas:

1. GAIN Service Delivery

   - Monitor placement evaluation; judge feasibility of program goals.
   - Distinguish between appraisal and diagnostic tests; ensure case management flexibility when appraisal and diagnostic test results disagree.

- Clarify provisions for GAIN vocational assessment regarding time and cost limits, and concurrence with other services.
- Clarify provisions for order of basic and vocational skills instruction sequential versus concurrent.
- Stipulate need for college GAIN coordinator/counselor to provide needed management and student support services.

2. GAIN Reporting

- Clarify local college GAIN reporting requirements to county welfare departments and to the Chancellor's Office.
- Ensure development of county/college procedures for comprehensive identification of all GAIN students, those students referred by the county as well as those self-initiated GAIN students who were already in college before becoming GAIN participants.

3. GAIN Funding

- Clarify policy on GAIN ADA, including provisions for advance ADA and maintenance of effort.
- Develop provisions for funding excess cost.
- Clarify Department of Social Services, Chancellor's Office, county, and college interface in planning and funding process.

Local Technical Assistance

Chancellor's Office staff recommends developing and disseminating information on practices and models in the following areas.

1. GAIN Service Delivery

- Open-entry/open-exit and other alternatives to semester-based courses.
- College GAIN coordinator/counselor roles.
- Appraisal and diagnostic testing.

- Case-management responsiveness to differences in appraisal and diagnostic testing.
- GAIN vocational assessment.

2. GAIN Reporting

- Identification, referral, tracking, and reporting of GAIN students.

3. GAIN Funding

- Supplemental ADA: planning and application procedures.
- Excess cost: planning and application procedures.

(See *3: Summary and Recommendations*, pages 17 to 23, for detailed recommendations and rationales.)

1: Study Purpose and Background

GAIN: Greater Avenues for Independence

In Fall 1985, the California legislature enacted AB 2580 (Konnyu), Greater Avenues for Independence (GAIN). Passed as a welfare reform measure, the program provides job training for welfare recipients to move from welfare to self-sufficiency. GAIN helps welfare recipients through a broad range of services: job-search skills, basic education, vocational assessment and counseling, vocational education, job training, and work experience. GAIN also provides critical support services such as child care, transportation, and personal counseling.

In order to provide such comprehensive services, GAIN mandates the participation of five state and local service-delivery systems. Five state agencies plan and implement GAIN: the State Department of Social Services (SDSS), the Employment Development Department (EDD), the State Department of Education (SDE), the State Job Training Coordinating Council (SJTCC), and the Chancellor's Office, California Community Colleges (COCCC). At the local level, County Welfare Departments (CWDs) coordinate their efforts with local EDD offices, Service Delivery Areas (SDAs) for the Job Training Partnership Act (JTPA), County Offices of Education, and community college districts.

Mandates and Activities

AB 2580 mandates the Chancellor's Office to promote the establishment of GAIN programs in community colleges by conducting a survey of the kinds and levels of services available to welfare recipients in the college system. In addition, the legislation directs the Chancellor's Office to develop a GAIN implementation plan. The plan is to identify the resources available to support GAIN services, outline a technical assistance program to support local colleges in implementing GAIN, and develop a systemwide monitoring and reporting mechanism.

The Chancellor's Office must also meet legislative and Department of Finance (DOF) requirements for using special state funds to support GAIN activities. Budget control language adopted subsequent to GAIN established a fund (known as Section 22 monies) that could be used by colleges, and other service deliverers, for implementing GAIN. When the Chancellor's Office solicited Section 22 funds to provide supplemental monies to colleges, the Department of Finance ruled that the colleges had to demonstrate they were maintaining the level of services to GAIN-eligible persons who were college students in 1985-86, the year prior to GAIN. The department expected the survey by the Chancellor's Office to establish base-year service levels to AFDC persons who were eligible for GAIN. These service-level data could then serve as indicators of maintenance-of-effort (MOE) levels in allocating supplemental GAIN monies.

Survey/Study Plan

Chancellor's Office staff conducted a study to determine the feasibility of collecting data on AFDC recipients within the community colleges. An analysis of the findings indicated that colleges collected little data on AFDC recipients and, for that reason, a census survey would probably fail to gather base-year data on services to AFDC students in community colleges.

A special field-advisory committee, in consultation with staff, developed a three-part survey/study plan. The three parts together would collect data that a survey alone would fail to do. The survey/study plan was to serve as a needs-assessment stage for the Chancellor's Office in the broader process of administering GAIN. Scheduled to be completed in late 1987 or early 1988, the survey and associated studies would provide information to shape funding policies and procedures, to influence program-policy deliberations, and to develop an implementation plan with provisions for technical assistance and reporting procedures.

A survey of all colleges would still constitute a part of the overall study plan. Goals of the survey were to: (1) gather base-year data, (2) comprehensively document the availability of sources for base-year data and for information on activities in subsequent years, (3) provide information on actual or projected planning and implementation processes for GAIN, and (4) describe GAIN participants, services, and resources during a three-year period: 1986-87, 1987-88, and 1988-89.

A second study component, a state interagency-file match, would cross-reference SDSS lists of AFDC clients in 1985-86 with data on college enrollees in 1985-86 collected by the Chancellor's Office Census. The only apparent method of comprehensively identifying AFDC recipients attending community colleges, the file match would: (1) list numbers and characteristics of AFDC recipients who were students in each college, (2) serve as a basis for comparing their characteristics in 1985-86 with those of community college GAIN students in subsequent years, and (3) be useful in devising funding policies and procedures for allocating Section 22 funds.

The final portion of the study, a case study of GAIN programs implemented by community colleges in 1986-87, would include interviews with college personnel, participant-file research, and interviews with participants themselves. The interviews with college personnel would provide descriptive data on program issues, problems, and practices. The file search and student interviews would establish an information base for comparing GAIN and non-GAIN student characteristics and service needs.

Implementing the Survey/Study Plan

In the summer of 1986, the Chancellor's Office contracted with Pacific Management and Research Associates (PMRA), a Sacramento-based research and consulting firm, to refine the Chancellor's Office preliminary concept for the survey and associated studies into an operational research plan. Between July 1987 and February 1988, PMRA conducted research and prepared reports on the various tangents of the study (See Appendices A, B, and C for PMRA technical reports.)

PMRA sent a 16-page survey to 106 community colleges in late August 1987. In September, the Chancellor's Office and PMRA hosted three regional workshops to provide colleges with technical assistance in completing the survey. Ninety-five of 106 colleges returned completed surveys, documenting the availability of information at the college level and describing GAIN planning and implementation processes for 1986-87, 1987-88, and 1988-89.

During October and November 1987, PMRA conducted the file match between AFDC client lists and Chancellor's Office enrollment lists from Fall 1985. The file match, carried out so as to protect individual student identity, produced aggregated information on AFDC college-student numbers, characteristics, and credit and noncredit instructional hours generated. The match cross-referenced approximately 60 percent of community college students, those in districts for whom Social Security numbers could be accessed, either directly or through descrambling. The approximately 754,000 students with Social Security numbers exhibited characteristics very similar to those of approximately 426,000 students without Social Security numbers. (See Appendix B, PMRA, Exhibit 1, page 3, for the comparison of characteristics.) As a result, the 754,000 students povided a sample from which to generalize about the characteristics of and services to AFDC students within the context of overall systemwide enrollment in 1985.

During November and December 1987, PMRA executed the third portion of the study plan, a three-part case study of colleges that had implemented GAIN in 1986-87. A file review of two student samples compared the characteristics of GAIN and non-GAIN students. These file searches were conducted at four community colleges chosen for their diversity in size and location: Fresno City, Napa, Butte, and DeAnza. The randomly selected student samples included 271 GAIN students and 387 non-GAIN students.

Subsequently, a random sub-sampling of the 271 GAIN students selected a group of 193 students. Of those, 108 responded to a 36-item phone survey on their service needs and on their satisfaction with GAIN and community college services. (See Appendix C, PMRA, Community College Students and GAIN, pp. 1-3, for a detailed description of the methodology used and the representativeness of the data.)

Concurrently, administrators in nine community colleges who were involved in implementing GAIN in 1986-87 were interviewed about their perceptions of implementation issues and practices. These colleges--Bakersfield, Butte, DeAnza, Fresno City, Napa, Oxnard, San Jose City, Taft, and Yuba--were chosen for their level of involvement with GAIN in 1986-87 and their geographical diversity. Survey data and telephone conversations with districts were the basis for determining the colleges' levels of involvement in GAIN implementation.

2: Survey and Study Plan Results

Service Levels: 1985-86

The interagency-file match cross-referenced the Social Security numbers of AFDC clients and community college students in Fall 1985. Of the 754,000 students with Social Security numbers who could be matched with AFDC client lists, 23,554, or 3.1 percent, were both AFDC clients and students. Applying the 3.1 percent proportion to the systemwide student population of 1.18 million yields an estimated total enrollment of 36,591 AFDC students in community colleges.

To determine the level of services offered to AFDC students in each college, consulting staff grouped AFDC students by their college of attendance (in those districts where Social Security numbers were accessible). Staff then calculated the exact number of instructional hours, both credit and noncredit, generated by AFDC students and compared that number, in ratio form, to the number of instructional hours generated by all students in each college.

For community colleges that could not furnish Social Security numbers, a regression model determined predictors of AFDC-student level in those colleges with Social Security numbers. These predictors served as a basis for developing proxy ratios and estimated numbers of AFDC-generated hours in colleges without Social Security numbers. (See Appendix B, PMRA, Community College Maintenance-of-Effort Data, pages I-XV, for methodological details.)

College data were then aggregated to the district level and listed in ratio form for both credit and noncredit instruction. These ratios, based on all AFDC students in community colleges in Fall 1985, were then reduced to a 47 percent level. (See Appendix D, Enclosure 1, for a complete list of final, adjusted ratios.) The reduced ratio reflected the 1985 level of service for only those categories of AFDC students who were likely to be GAIN participants in subsequent years. The 47 percent adjustment factor is derived by combining the statewide average rate (37.6%) of all Californians on AFDC who will be mandatory GAIN participants, plus 15 percent of the remaining 62.4 percent, who will volunteer for GAIN. These statewide factors were estimates prepared by the State Department of Social Services for statewide GAIN budgeting in 1986-87 and 1987-88.

These adjusted ratios might serve as estimated maintenance-of-effort factors in Chancellor's Office allocation of Section 22 monies as supplemental GAIN ADA. To receive supplemental GAIN ADA, the State Department of Finance has stipulated that districts must have exceeded their cap and must have generated GAIN ADA in excess of their 1985-86 service level to AFDC/GAIN-eligible students, where the 1985-86 service level = GAIN/ADA ratio x [current-year base + fundable growth], with separate calculations for credit and noncredit instruction. Besides serving as maintenance-of-effort indicators in funding formulas, the district credit and noncredit ratios can serve as a basis for calculating district and total community college system budgetary commitment of apportionment funds to GAIN, until more precise actual data are available.

The adjusted credit-hour ratios ranged from .0046 to .0559, and the noncredit-hour ratios ranged from .0000 to .0698. The highest ratios clustered in small rural districts and in large urban districts with large noncredit programs.

The file match also provided a data base for comparing the characteristics of AFDC students with those of community college students as a whole. The comparison revealed that a higher percentage of AFDC students were non-White--68 percent among AFDC students, 44 percent among all students. A higher percentage of AFDC students were female--76 percent compared to 55 percent in the total student population. The AFDC students tended to be older; 69 percent, compared to 56 percent of the total student enrollment, were 25-years old or older. Fewer AFDC recipients had a high school diploma or GED certificate--52 percent compared to a total student rate of 66 percent. Finally, AFDC students tended to generate higher numbers of weekly-student-contact hours than the general student population. Over 45 percent of AFDC students generated 10 or more contact hours per week, while only slightly over 31 percent of the total student population did so. This last pattern may be attributable to the fact that many AFDC recepients who enroll at community colleges do so under the auspices of programs that require full-time enrollment and satisfactory progress toward meeting academic goals. Conversely, many students within the general college population are part-time students. (See Appendix B, PMRA, Community College Maintenance of Effort Data, Exhibit 3, page 6, for complete display of AFDC/Total student-characteristics comparison.)

GAIN Planning and Implementation

The Chancellor's Office survey shows that community colleges have attempted to involve themselves extensively in local planning for GAIN. Over 50 percent indicate they had a primary role in developing the local plan, while 30 percent indicate they had only a minimal role. Some 75 percent of all colleges in counties with established GAIN plans have reviewed those plans. Eighty percent have provided an inventory of services to counties and most counties (roughly 75%) have furnished projections of GAIN students to colleges. The colleges are almost equally divided on their estimation of how well the counties utilize college services in GAIN planning, with slightly more colleges contending their services are underutilized than optimally utilized. Colleges cite underutilization primarily in the areas of vocational education, job placement, pre-employment preparation, English as a Second Language, and short-term job training. (See Appendix A, PMRA, Special Census Survey on GAIN Services, for tables listing specific survey results.)

Case-study interviews with administrators identify rapid turnover of county welfare department staff, as well as their unclear and inconsistent interpretation of GAIN regulations and their lack of awareness of college programs and services as major coordination problems. Some colleges have mitigated these difficulties through informal communication, formal participation in the county's GAIN advisory board, and through inservice meetings or site visitations. Generally, college administrators believe closer coordination than has occurred in planning GAIN will be necessary for successful GAIN implementation. They also express misgivings about the accuracy of county projections of GAIN participants and about the availability of reliable information on the local labor market. Several colleges doubt that appropriate jobs exist for GAIN participants who complete training programs or that jobs will be stable enough or have high enough salaries to encourage participants off welfare.

Management Information Reporting: AFDC Students

The GAIN survey shows that most colleges cannot systematically identify either AFDC or GAIN participants. In 1985-86, only seven could identify AFDC recipients within the general student population. In 1986-87, 14 colleges collected data on AFDC participants. In informal comments and case-study interviews, college administrators indicate that they had no reason to collect these data in the past. Futhermore, were they to try to collect data, they would be hampered by confidentiality restrictions, which require voluntary self-reporting by AFDC students. In addition, colleges might meet resistance from some county welfare departments to institutional reporting of AFDC participants. Survey data indicate that, while categorical programs, such as Extended Opportunities Programs and Services (EOPS) and Financial Aid, sometimes collect AFDC-participation information, the effort is neither consistent throughout the college system, nor is it always integrated into central, automated management information systems, nor do all AFDC students participate in these programs. As a result, colleges generally cannot report numbers of AFDC students served, kinds of services provided, or the costs of those services.

Management Information Reporting: GAIN Students

As reported in the Chancellor's Office survey, GAIN enrollments in 1986-87 totaled 2,320 students. GAIN enrollments projected for 1987-88 and 1988-89 total 8,664 and 21,300 students, respectively, increases that reflect the gradual phase-in of California counties implementing GAIN. However, colleges also find reporting on GAIN participants to be as problematic as reporting on AFDC participants. Of 17 colleges that implemented GAIN programs in 1986-87, only 11 could report the numbers of GAIN students, and some of these numbers proved to be erroneous. Of the 2,320 GAIN students reported, over 1,000 were not actually enrolled in GAIN programs, but rather were AFDC students who may have been eligible to participate. In addition, some colleges have the information-system capacity to track GAIN students, but have not yet received lists or referrals identifying them as such from county GAIN staff. Other colleges are still in the process of formalizing a GAIN tracking system. For these reasons, not all students participating in GAIN in 1986-87 have been reported.

Enrollment projections of GAIN students for 1987-88 and 1988-89 were even more tentative, based ususally on projections by county welfare departments that have not proven consistently reliable. Consequently, few colleges have been able to report reliable data for any of the three academic years on the number of GAIN participants or the costs of providing services.

In case-study interviews, administrators reinforce the need to develop a GAIN-student referral, identification, and tracking system. Colleges need to identify GAIN students in order to track their progress, direct them to college services, report on their progress to the county welfare department, and report their numbers and services for fiscal purposes. While colleges want clarification from the Chancellor's Office on reporting categories and procedures, they identify coordination with county GAIN offices as the main roadblock to achieving a comprehensive GAIN identification and reporting system. Most colleges have not yet negotiated an institutional-level referral mechanism with their local county welfare departments. GAIN students, in some cases, simply arrive in classes with time-and-attendance sheets for teachers to sign. GAIN students who approach admissions or financial aid offices to enroll or seek support do not always identify themselves as such.

Even when colleges consistently screen financial aid, EOPS, or other student service programs for GAIN participants, they sill cannot identify those who do not seek services. In cases where colleges provide vocational assessment to GAIN participants under contract to their counties, they use that activity as a way to identify GAIN students. Yet, they still are unable to identify those sometimes large numbers of "self-initiated" GAIN participants, those who are continuing students, who have been on campus prior to entering the GAIN program, and who may choose not to participate in GAIN vocational assessment.

Some campuses have reported success in identifying and tracking GAIN students by appointing a staff member as the GAIN coordinator/counselor. Even this arrangement, however, still requires a tie-in to the school's management information system and an agreement with the county welfare department for comprehensive referral. Colleges state that they need clarification of Chancellor's Office and county GAIN reporting requirements if they are to establish the requisite data elements for an effective system. They also need funding for personnel to collect, monitor, and report data. Colleges add that some counties are not aware of the need for a more formalized referral system because they do not adequately understand college organization. In attempting to formalize referral, some colleges have met county resistance because of concerns about jeopardizing the confidentiality rights of GAIN participants.

Program Services and Issues: Administrative Perspective

According to the Chancellor's Office survey, some 75 percent of the colleges are developing or have developed a GAIN program-implementation plan. Seventeen colleges implemented GAIN in 1986-87, thirty-one expect to do so in 1987-88, and another thirty in 1988-89.

College service patterns remain fairly consistent across the three program years. Efforts are concentrated on offering GAIN participants instructional and support services; generally they do not emphasize job-search and placement or GAIN work-experience activities such as pre-employment preparation or grant-diversion work programs.

Colleges that initiated GAIN programs in 1986-87 most frequently provided (in order of incidence) vocational education, vocational assessment, personal counseling, English as a Second Language (ESL), employment counseling, child care, and ancillary expenses. For 1987-88 and 1988-89, colleges forsee a similar concentration of services, with vocational education and ESL to be offered by over half of them. More than 40 percent of the colleges plan to integrate short-term job training into their 1987-88 and 1988-89 GAIN offerings, whereas job training was an instructional component of lower incidence in 1986-87. Colleges will maintain the same emphasis on support services as in 1986-87, with approximately one-third offering personal counseling, employment counseling, vocational assessment, and child care. (See Appendix A, PMRA, Special Census Survey on GAIN Services, Table 10, page 9, for a complete display of support services offered.)

Almost half the colleges offer at least one vocational education course that meets GAIN specifications for open-entry/open-exit classes. About a third of the colleges offer at least one open-entry/open-exit course in ESL and short-term job training, and approximately one-fourth offer adult basic education courses that are open-entry/open-exit. Within individual curriculum areas, higher proportions of ESL and adult basic education courses tend to be open-entry/open-exit than is the case with short-term job training or vocational education.

Survey results show that colleges generally feel that the services prescribed under GAIN will be adequate to help GAIN students succeed in school. Some colleges, however, particularly among those who served GAIN participants in 1986-87, report the need for increased resources for counseling, basic education, ESL, and child care. They also cite the need to provide tutorial services to GAIN students, even though the legislation does not specifically prescribe this service.

Case-study interviews with administrators identify and elaborate program issues similar to those found in the survey, and also raise additional issues. College administrators report that more GAIN participants need remediation than had been anticipated. GAIN participants also require a greater degree of one-to-one counseling and other personal support than non-GAIN students if they are to succeed in college.

Administrators note a need to develop more open-entry/open-exit classes to eliminate long waiting periods GAIN students may experience as they wait for semester-based courses to begin. One school developed an alternative to both semester-based and completely open-entry/open-exit programs. The college offers 6-week ABE/GED-preparatory courses as well as two- to three-week vocational competency courses to accommodate GAIN and other students for whom semester-based programs are inconvenient. No student must wait for more than two to three weeks to begin instruction.

Identifying other program issues, administrators question the appropriateness and accuracy of the GAIN appraisal test used by counties to refer participants to, or to qualify them to bypass, remediation. Administrators explain that students placing at various performance levels on the GAIN appraisal test often test at lower levels on subsequent diagnostic testing or in subsequent classwork.

Administrators and counselors question several GAIN provisions for vocational assessment. They criticize the restrictions on cost and time, given that assessing the employment goals and training needs of students with limited work experience may require personalized and labor-intensive testing strategies. They also question the restriction on consistently conducting vocational assessment before all other GAIN training and education components. Finally, respondents question the academic soundness of conducting basic education and vocational training portions of the program sequentially instead of concurrently.

Program Services and Issues: Student Perspective

Student Characteristics

The 1986-87 community college GAIN participants often were already on community college campuses before GAIN implementation, generally achieved satisfactory academic progress, and tended to have high school diplomas or GEDs. Yet, they also were economically disadvantaged, had limited employment experience, tended to be unmarried, and had children. (See Appendix C, PMRA, Community College Students and GAIN, for tables displaying specific data.)

Results of the case-study file search indicate that 1986-87 GAIN students were somewhat older than non-GAIN students--88 percent of GAIN students were 25-years-old or older, compared to 60 percent of non-GAIN students. Higher proportions of GAIN than non-GAIN students were female--77.9 percent compared to 52.2 percent.

The age and gender comparisons between GAIN and non-GAIN students in the four case-study colleges resemble those between AFDC and non-AFDC students made for all colleges in the state interagency-file-match analysis. GAIN students in 1986-87, like AFDC students in 1985-86, had a greater proportion of females and persons 25-years-old or older than was the case in the 1985-86 community college population as a whole.

For those case-study students whose ethnic background is known, 33.6 percent of GAIN students and 20.9 percent of non-GAIN students were members of ethnic minority groups. These data show that most GAIN participants in the four case-study colleges were white, indicating an underrepresentation of the minorities in the overall community college population (44% minority) or the total college AFDC population (67% minority), as measured by the state interagency-file match. As additional colleges implement GAIN, and as the predominately rural and suburban districts operating in 1986-87 are joined by more urban districts, the community college GAIN ethnic distribution may increasingly resemble the ethnic distribution in the colleges at large.

The data from the case-study file search show that most 1986-87 GAIN students were unmarried (70.5%) and had children (over 98%). Almost 39 percent of those GAIN students who reported their children's ages had children under the age of six. The colleges generally did not collect data on the marital status and children of non-GAIN students.

The 1986-87 GAIN students tended to be at least as well prepared as non-GAIN students: 70.8 percent of all GAIN-sample students and 60.5 percent of non-GAIN-sample students had earned a high school diploma or GED certificate. GAIN students in 1986-87, therefore, tended to graduate from high school or earn a GED certificate more than either AFDC or community college students at large in 1985-86 (as indicated by the state interagency-file match).

In community colleges in 1986-87, more GAIN participants were continuing students (63%) than was the case among non-GAIN students (30%). GAIN students were more likely than non-GAIN students to be enrolled in 10 or more units (63.3% compared to 23.5%). More GAIN students (39.7%) than non-GAIN students (24.8%) had completed 20 or more units, and GAIN students, as a group, earned a higher GPA (2.4) than non-GAIN students (2.3).

File-search data show that GAIN students in 1986-87 tended to be the primary source of income in their families, had limited employment experience, and tended to have been on AFDC for more than two years. Most were mandatory participants in GAIN (74% according to the file search, over 50% according to the phone survey), thus indicating a voluntary participant population of between 26 and 44 percent. Data indicate that the majority of GAIN college students (84%-91%) were self-initiated: *i.e.*, they had elected to be in a college program without being referred by the county GAIN office.

Student Services Received

GAIN students who responded to the phone survey reported that they participated in a variety of community college occupational programs as they prepared for diverse employment goals. GAIN students sought jobs in fields across the employment spectrum: clerical (19.6%), medical and health (20.6%), trades (17.8%), technical (13.1%) and education and social services (16.8%). (See Appendix C, PMRA, Community College Students and GAIN, for tables displaying specific data.)

An analysis of which kinds of GAIN-prescribed instructional and support services students received reveals that the highest percentage received job training/vocational education (67.6%). Despite the high proportion of GAIN participants with high school diplomas or GED certificates, over 50 percent received instruction in basic skills (adult basic education/GED/English as a Second Language). The next three most commonly received GAIN-prescribed services were vocational assessment (34.3%), transportation (33.3%) and career, placement, and job-search support (20.4%).

GAIN students received more extensive support services than non-GAIN students in 1986-87. The file search showed that over 62 percent received financial aid, compared to only 4.4 percent of non-GAIN students. (Chancellor's Office data indicate that, systemwide, 9.4 percent of all students receive financial aid.) The file search showed that over 40 percent of all GAIN students participated in EOPS (compared to a systemwide participation rate of about 5 percent, as indicated by Chancellor's Office data). According to file search data, almost 29 percent of GAIN students received tutorial services, compared to approximately 5 percent of the non-GAIN students. Data from the phone survey showed a higher proportion of GAIN students (39.0%) receiving tutorial services. The file-search showed that 7 percent of GAIN students received services through Disabled Program and Services, compared to 2.8 percent of non-GAIN students. (Chancellor's Office data indicate that 4.4 percent of all community college students participate in DSPS.)

According to file-search results, 7 percent of GAIN students received child care. Phone-survey data indicate 25 percent of GAIN students received child care, a discrepancy that may result from the fact that child care is sometimes provided at off-campus locations. Both data sources indicate that very small numbers of GAIN participants received child care.

Student Satisfaction With Services

GAIN students generally rated the GAIN program and community colleges very favorably when asked about their satisfaction with program goals, college staff, and college services. They consistently registered greater satisfaction with college programs, staffs, and services in those colleges where a designated GAIN coordinator/counselor provided one-to-one support. Critical comments offered by slightly over one-half of the phone-survey respondents suggested ways to improve services they generally believed to be necessary to success in college and GAIN.

In rating most-helpful, least-helpful, and most-in-need-of-improvment program components, students identified the importance of roughly the same instructional and support services. Students designated as most helpful the support provided by GAIN counselors or coordinators. They also expressed great appreciation for financial assistance, skill-training classes and teachers, tutoring, child care, and transportation. GAIN participants tended to find least helpful these same services when offered in ways that hindered rather than helped student progress.

Students criticized regular college counseling services, citing difficulties in scheduling appointments, long waiting lists for appointments, too-brief counseling sessions, and counselors who are uniformed about GAIN. More coordination between county GAIN office and colleges was needed, they stated, especially in those locations where there was no college GAIN coordinator/counselor to inform students about the interrelationship of GAIN and community colleges.

Students criticized vocational education/training that occurred on a fixed (semester) schedule, instead of an open-entry/open-exit basis, or that had prerequisites that blocked access. Some students criticized the quality of job-training or vocational instruction, saying that the preparation offered would not lead to good jobs.

Other GAIN students who made critical comments about the program focused on difficulties regarding career choice, burdensome paperwork, and limited financial assistance. Some students claimed GAIN to be too restrictive, limiting career choices to those where the preparation could be completed in two years or less, thus effectively excluding many occupations that would enable GAIN students to move off welfare.

GAIN participants complained that paperwork--time and attendance sheets for classes and for child care--caused considerable inconvenience and embarrasment. The need to ask teachers to sign time sheets, and, in one school, the need to go to a separate special bookstore line, embarrassed students and threatened their privacy.

Finally, several students contended that the various forms of financial assistance available to them sometimes complicated instead of resolved their economic problems. Receipt of a Pell Grant jeopardized receipt of GAIN funds for tuition and books, and receipt of financial aid led to the loss of food stamps.

Student suggestions for improvements in GAIN services included a peer-assistance program and increased transportation and book allowances. Students also argued for more availability of child care, higher child-care allowances, and more extensive, transitional child-care services for participants after they are placed in jobs.

Funding: GAIN Impact on College Services

Colleges generally identify funding for GAIN programs as the issue of greatest confusion and perceived risk for colleges. They contend that once funding issues are resolved, the program and management problems identified earlier in this report will be solved. In responding to the survey, colleges that implemented GAIN in 1986-87 indicate that the program has increased enrollment and generated ADA. However, these colleges also assert that the infusion of GAIN participants may augment unfunded growth, and will strain service capabilities and increase costs.

In both informal survey comments and case-study interviews, college administrators ask the Chancellor's Office for policies and funding procedures that will assure additional funding to cover instructional and support costs if GAIN enrollment exceeds the ADA cap. Colleges claim that developing GAIN services without that assurance incurs high risks for institutions already coping with severe fiscal constraints.

Several college administrators object to the maintenance-of-effort provisions in Chancellor's Office procedures for acquiring supplemental ADA. Administrators argue that many AFDC students will not participate in GAIN. Therefore, use of AFDC service levels as proxies for GAIN resources will falsely inflate those assumed resource levels. This may cause counties to refer more GAIN participants to colleges than colleges have the resources to serve.

Furthermore, college administrators contend that supplemental ADA will not cover all or even most costs incurred in establishing a GAIN program. Basic education classes required under GAIN utilize intensive tutorial and instructional-aide support. The delivery of basic education and occupational training in open-entry/open-exit courses alleviates student waiting time. Not all schools, however, have sufficient open-entry/open-exit class sections available for GAIN students and must convert already existing courses or develop new ones.

GAIN requires colleges to do additional paperwork and coordination for GAIN students, even when those students have been enrolled prior to becoming GAIN participants. Because of GAIN requirements, colleges must process time and attendance sheets, track and monitor student progress, report on student attendance and progress to local GAIN offices, and report on GAIN activities and ADA to the Chancellor's Office.

College administrators, and students as well, identify the need to help students understand and conform to the complex intermingling of GAIN and college procedures. Because of the broad range of GAIN-prescribed services, colleges need to assure that GAIN participants are referred to the appropriate student services. Because GAIN students may be jointly eligible for GAIN and other categorical programs--such as EOPS, JTPA, or DSPS--colleges must coordinate referral and service delivery in order to prevent duplication of effort. These functions require counselors experienced in serving students with special needs and aware of how GAIN interrelates with college services.

Colleges describe alternative strategies to finding resources for serving GAIN students. Program planning, organization, and contracting require additional administrative time, with costs currently being absorbed by other programs or donated through individual administrator overtime. Colleges indicate that implementing GAIN requires acquisition of additional counseling, clerical, tutorial, and instructional personnel, as well as facilities and equipment. Colleges contend that funding for these efforts needs to occur where the efforts and expenditures occur--"out front," before enrollees actually arrive.

Some colleges attempt to provide GAIN support services by utilizing staff in such areas as financial aid, EOPS, JTPA, counseling offices, DSPS, Re-entry Centers, tutoring and learning skills centers, and child care. Generally, college administrators find that this approach fails to meet needs of GAIN students or of other students whose service needs are being displaced by GAIN functions.

Those colleges that judge themselves successful in coping with GAIN's bureaucratic requirements and in supporting GAIN students have established a GAIN office and coordinator on campus. Several colleges have received funding from local GAIN offices to establish a GAIN coordinator/counselor position or to reimburse the college for its GAIN tracking, monitoring, and reporting activities. Four college districts have funded GAIN coordinator positions through special project grants funded by the Vocational Education Act, with provisions for the county GAIN office to fully fund those positions in subsequent years. Other colleges contract with their county GAIN office to provide vocational assessment, and use GAIN assessment personnel for limited counseling and coordination.

In discussing assessment contracts, college administrators criticize performance-based contracting as a high-risk, fiscally unsound mechanism. Lack of sufficient out-front monies, as well inaccurate projections of participant numbers, have subjected colleges to financial risks in their GAIN vocational-assessment contracts with counties. Colleges have hired staff and equipped operations, only to find that there were too few students to ensure contract payments sufficient to cover costs. As a result, at least two colleges have renegotiated their contracts with the county, and now receive payments on a cost-reimbursement basis. College administrators judge that performance-based contracts for vocational training and placement are even less tenable, given the perceived lack of job opportunities for GAIN participants.

Requests for Technical Assistance

The 95 colleges responding to the survey specified that their greatest need was for technical assistance in setting up GAIN funding and reporting procedures. The highest percentage of colleges requested assistance in funding-source identification (49%), GAIN-enrollment reporting (46%), and information system development (42%).

An appreciable number of colleges requested assistance in providing particular instructional or support services. Program components identified by more than 20 percent of the colleges requesting assistance include GAIN-specific support services such as child care (23%), ancillary expenses (21%), and vocational assessment (20%). Twenty percent also requested assistance in developing open-entry/open-exit courses.

3: Summary and Recommendations

The results from the GAIN survey and study provide a basis for describing and strengthening the role of community colleges in GAIN. Over 80 percent of all colleges expect to have implemented GAIN by the end of 1988-89. Over half will provide vocational education and English as a Second Language. About 40 percent will provide short-term job training, and over 30 percent will provide support services such as personal and employment counseling, vocational assessment, and child care.

The academic performance of GAIN students in 1986-87 was better than average. They attempted and completed more units than non-GAIN students and achieved a slightly higher average grade point then their non-GAIN counterparts.

While they often had at least as much pre-college education as non-GAIN students, GAIN participants tended to be unmarried with children, were economically disadvantaged, and possessed little employment experience. They made much greater demands than non-GAIN students on such student services as financial aid, EOPS, tutoring/learning skills centers, and child care.

Administrators from approximately half of the colleges have participated actively in county GAIN planning. In principle, they believe that the range of GAIN-specified services can help welfare clients become job ready and self-sufficient. GAIN students in 1986-87 expressed great satisfaction with GAIN and with community college services and staff. At the same time, both administrators and students identify certain needed program improvements. Their criticisms and comments cluster in three general areas: (1) delivery of instructional and support services, (2) reporting of student activities and cost data, and (3) funding.

This final section of the report summarizes the service, reporting, and funding issues identified by administrators and students, or both, and recommends interagency policy-development initiatives and local technical-assistance activities pertinent to resolving the issues.

Action Area 1: GAIN Service Delivery

With regard to the delivery of instructional and support-services, students and administrators identify additional needed services, as well as several shortcomings in current program provisions.

Employment

GAIN participants believe that the two-year restriction on vocational training unduly limits career choice, and threatens their chances of eventually moving off welfare. College administrators doubt that there are enough jobs with adequate salaries for all GAIN participants. In view of these limited employment opportunities, administrators are unwilling to fund educational components via performanced-based contracting, where performance is measured by placement and retention.

Recommended Action 1: Chancellor's Office staff should monitor GAIN follow-up evaluation activities by the State Department of Social Services that collect information on occupational areas of placement, salary, and participant satisfaction. Results of such follow-up studies should provide a basis for re-evaluating and, if necessary, revising expectations for the GAIN program's social and economic outcomes. Chancellor's Office staff should encouage additional evaluations that focus on acquisition of educational competencies and the soundness of educational and training processes.

Curriculum

Students criticize the long waits to enter semester-based programs, as well as the existence of prerequisites that prevent admission to certain occupational courses. Administrators identify the need to increase the number of open-entry/open-exit classes by either converting existing courses or developing new courses to meet needs of GAIN students. This is particularly critical in providing basic skills instruction, since many more GAIN students than originally anticipated need ABE, GED preparation, or ESL.

Recommended Action 2: In order to provide local technical assistance, Chancellor's Office staff should develop and disseminate information on curriculum practices and models that colleges have developed to afford GAIN students timely entry into courses.

Support Services

Students report they are often overwhelmed by complex rules and regulations, as well as paperwork, and need help in understanding GAIN and community college regulations. They contend that colleges and GAIN offices need to coordinate their efforts more effectively so that students do not become lost in a confusing middle-ground. Students particularly need help in gaining access to the combination of GAIN and college services. Confusing and sometimes contradictory rules prevent them from obtaining financial aid, as well as adequate financial assistance for transportation, child care, and books.

Paperwork for class and child-care attendance take excessive time, and often threaten students' privacy, since classroom teachers must be asked for signatures.

Students also cite the need for increased child-care allowances and for extended child-care allowances after obtaining employment.

Some GAIN students express disappointment and frustration with college counseling services, saying it takes too long to get an appointment, appointments are too short, and counselors do not have adequate information about GAIN. Students want a peer-assistance program; they also praise very highly (on campuses where they exist) those who work as GAIN coordinators/counselors and who are able, because of their specialized knowledge, to clarify and resolve student problems.

Administrators concur that students need increased services, including tutoring, child care and counseling. They report that students need one-to-one counseling to resolve problems related to their economic circumstances as well as to the complex, bureaucratic GAIN process.

Recommended Action 3: In order to provide local technical assistance, the Chancellor's Office staff should: (1) organize and disseminate information on campus-based GAIN coordination/counseling models, (2) compare the strengths and costs of such specialized models with more decentralized models in which other campus service staff support GAIN students in addition to their regular responsibilities, and (3) identify practices used within the various models to respond to GAIN student needs and issues.

GAIN Appraisal

Several college administrators question the reliability of the GAIN appraisal tests (developed by CASAS). They say that test results often place students at levels of instruction for which they are unprepared, or excuse them from instruction altogether.

Recommended Action 4: In order to provide local technical assistance, Chancellor's Office staff should: (1) make clear that the appraisal tests are to be used for placement purposes only, and were not designed to be diagnostic tools, (2) encourage colleges to provide diagnostic testing as students begin instruction, and (3) advise colleges to negotiate a program adjustment with GAIN case managers if student ratings on diagnostic tests are not in accord with their scores on the appraisal tests.

Recommended Action 5: In negotiating an interagency agreement with the State Department of Social Services, Chancellor's Office staff should develop policy language that ensures: (1) a clear distinction between placement and diagnostic testing and the need for both, and (2) flexibility for case managers to adjust student programs and contracts when diagnostic testing indicates a need to do so. (Also, see Recommended Action 7, under Vocational Assessment below).

Vocational Assessment and Other GAIN Program-Component Sequences

Colleges that have conducted vocational assessments under contract to GAIN offices express a need for technical information on test selection and administration and on use of test results in counseling students and in preparing employment-development plans. College administrators and counselors assert that cost and time constraints for assessment are too limiting, particularly given that many GAIN clients fare poorly on paper-and-pencil tests and need a more personalized, labor-intensive approach.

College administrators also question the officially prescribed sequence of GAIN program components, arguing that vocational assessment should occur before or concurrenly with basic skills or vocational instruction, instead of occurring either at a participant's option or after remediation, as currently happens in many cases. Administrators also contend that basic education and vocational instruction, which occur concurrently, not sequentially, increase the relevance of basic skills courses and are more effective in promoting the attainment of GAIN employment goals.

Recommended Action 6: In order to provide local technical assistance, Chancellor's Office staff should organize and disseminate information on GAIN assessment models and practices.

Recommended Action 7: Chancellor's Office staff should: (1) explore, with the State Department of Social Services (SDSS) and the State Department of Education (SDE), the policy, fiscal, and educational ramifications of concurrent-versus-sequential provision of assessment and instruction, and of basic skills and vocational instruction; (2) develop language in an interagency agreement that provides clear policy delineation and rationale on these issues; (3) organize, with SDSS and SDE, a forum in which community college assessment practitioners and state policy makers can discuss the assessment needs of GAIN students and the issues and problems inherent in prevailing policies and practices that shape the provision of those services; and (4) clarify with SDSS the need for GAIN vocational assessment, for basic skills assessment, and for appraisal of basic skills for placement to conform to the standards for assessment processes and instruments currently being developed by the Chancellor's Statutory Matriculation Assessment Advisory Panel.

Action Area 2: GAIN Reporting

In the GAIN survey, colleges generally were not able to provide information on the number of AFDC or GAIN students, their characteristics, or their service needs and costs. The Chancellor's Office acquired data on the number of AFDC students and instructional hours through a special one-time interagency-file match. The office acquired information on GAIN students and services in a small sample of colleges through a special one-time case study.

Colleges generally cannot identify GAIN students because (1) the colleges may not yet have identified data-input points, processes, and management responsibility, and (2) an institutional system for student identification and referral may not have been established between county GAIN offices and colleges. The size and complexity of college organizational and service structures render anything other than such a system ineffective. Individual, hand-carried referral slips or attendance sheets embarrass students, threaten their privacy, and could generate legal action. These methods also prevent integration of student data into the college's management information system. Many self-initiated GAIN students are never officially identified to the college by the county GAIN office as such, further hampering accuracy in data collection and reporting.

Recommended Action 8: In order to provide local technical assistance, Chancellor's Office staff should: (1) develop and disseminate models for the identification, referral, tracking, and reporting of GAIN students; (2) encourage colleges to develop a GAIN identifier data element in their information system, negotiate an institutional-level referral mechanism with their local GAIN offices, and designate one college entry point for comprehensive intake of all GAIN referral information; and (3) identify methods used by college GAIN coordinators/counselors to collect and report student data.

Recommended Action 9: Chancellor's Office staff should: (1) develop prototype GAIN data elements for the statewide Management Information System [Operational date for COCCC MIS student and instructional services reporting: 1988-89; for all student services: 1989-90; for all fiscal data: 1990-91.]; and (2) examine how the MIS may interface with local colleges and county GAIN offces to satisfy GAIN reporting requirements.

Recommended Action 10: Chancellor's Office staff should develop an interim reporting mechanism for collecting information on GAIN student numbers, instructional and support services, and costs prior to the full implementation of the Management Information System in 1990-91.

Recommended Action 11: In negotiating an interagency agreement with the State Department of Social Servcies, Chancellor's Office staff should develop language that clearly identifies the need for county GAIN offices and local colleges to establish a process for identifying and referring GAIN students. This process needs to identify self-initiated GAIN students, as well as those referred to the colleges by the GAIN office. This mechanism should ensure, not threaten, the confidentiality of information about GAIN students, as it places identification and referral on an institutional level and lessens the need for GAIN students to identify themselves in daily instructional and student-service situations.

Action Area 3: GAIN Funding

Until more comprehensive data-collection systems are in place--first and foremost among them, a comprehensive mechanism that allows colleges to identify all GAIN students--data on actual costs of providing GAIN services will not be available.

Nonetheless, college administrators who have been involved in implementating GAIN, and who have extensive experience in establishing categorical programs and in serving disadvantaged students, consistently identify certain areas of funding stress associated with implementing GAIN programs. Increased enrollment due to GAIN will push some colleges over cap, resulting in greater unfunded ADA. If current trends continue, revenue limits and caps may be artificially depressed due to shortfalls in property tax revenues, which will adversely affect total apportionment available to California's community colleges and thus increase unfunded ADA even more. Maintenance-of-effort provisions in current funding policy may falsely inflate presumed college resources for GAIN and may result in colleges' inability to open new sections to serve GAIN referrals.

Even with provisions for supplemental ADA to cover unfunded growth, colleges face the possibility of the excess costs associated with implementing GAIN programs. They must process increased amounts of paperwork, coordinate the movement of GAIN students into diverse campus classes and various support services, counsel students on college and GAIN procedures, develop open-entry/open-exit classes, and provide students with tutorial or instructional-aide support. To accomplish these diverse activities, colleges must expend administrative time in planning, organizing, and contracting. To avoid reducing effectiveness of current staffing levels in existing programs, colleges also need to acquire additional resources to cover the cost of counseling, clerical support, tutoring, instruction, facilities, and equipment. Furthermore, colleges need to make these acquisitions in advance, before students arrive. Supplemental GAIN ADA, apportioned after the fact, and performance-based contracts with no provisions for up-front money or with outcome-weighted benchmarks both fail to cover advance costs.

College administrators and GAIN students agree that the designation of a special GAIN coordinator/counselor is the best approach to meeting both institutional and student needs. Such a specialized staff position, recognized as an excess cost for services and funded through a GAIN or other categorical contract, most effectively performs college planning, coordinating, reporting, and student-support roles.

Recommended Action 12: In discussions with the Legislature and the Department of Finance, Chancellor's Office staff should: (1) refine GAIN ADA policy and procedures to compensate for property tax shortfalls, (2) negotiate policy and procedures for advance funding for ADA-covered costs, and (3) re-examine the role and effect of maintenance-of-effort factors in state budgeting and planning, in local planning and implementation, and in Chancellor's Office funding procedures.

Recommended Action 13: In discussion with the Legislature and the Department of Finance, Chancellor's Office staff should develop policy and procedure for utilizing Section 22 monies, or funds from other appropriate sources, to cover excess costs not being defrayed via contracts with county GAIN offices. As excess costs, these monies would be free from a maintenance-of-effort requirement and should be allocated on a formula basis. Allocation factors should include size of total college enrollment, relative EOPS program size, college location, designated GAIN MOE factors for credit and noncredit instruction, and proposed county implementation date.

Recommended Action 14: In order to provide local technical assistance, Chancellor's Office staff should: (1) organize and disseminate information on practices and models for locally negotiated excess-cost contracts and on procedures for utilizing state excess-cost resources; (2) identify funding resources at the local level, such as GAIN and JTPA, as well as those at the state level, such as Section 22, JTPA, and other categorical sources; and (3) identify alternative contracting formats, both performance-based and cost-reimbursement, as they have been used to provide GAIN excess-cost services such as campus coordination/counseling, vocational assessment, and monitoring/reporting.

Recommended Action 15: In an interagency agreement with the State Department of Social Services, the Chancellor's Office staff should: (1) clarify the interface of the Department of Social Services, the Chancellor's Office, county welfare departments, and local community colleges in utilizing GAIN funds under Section 22, either as supplemental GAIN ADA or as excess costs; (2) identify categories and levels of excess costs currently funded via GAIN contracts; and (3) examine and revise the Department of Social Services assumptions for delineating statewide community college GAIN resources that are used by the Department in the allocation of county funds and by the county in the negotiation of contracts with college districts.

Appendix A

Special Census Survey on GAIN Services

SPECIAL CENSUS SURVEY ON GAIN SERVICES:

Summary Report on the Involvement of California Community Colleges in Implementing and Planning the GAIN Program

Prepared For:

Chancellor's Office
Student Services and Special Services Division
CALIFORNIA COMMUNITY COLLEGES
1107 Ninth Street
Sacramento, California 95814
(916) 323-5958

Prepared By:

Barry E. Stern, Ph.D.
Victor Chow
Julie Hawthorne
Maureen Hurley
PACIFIC MANAGEMENT AND RESEARCH ASSOCIATES
2012 H Street, Suite 200
Sacramento, California 95814
(916) 448-9038

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Foreword

This report is part of a research project initiated and sponsored by the Chancellor's Office of the California Community Colleges (COCCC). It describes how the community colleges have participated in the implementation of Greater Avenues for Independence (GAIN), California's new welfare reform program. This particular project reports the results of a survey that was sent to all 106 community colleges in the state. In addition to determining the level of community college participation in implementing GAIN, the survey asked about college participation in overall GAIN planning, the amount and quality of management information available, the colleges' desire for technical assistance in implementing GAIN, and the colleges' expectations of involvement in GAIN over the next two years.

The data for this report appear in the companion volume, *Questionnnaires and Data*. In addition to reviewing the frequency tables which appear in this volume, readers are encouraged to review the related project components, namely, the *GAIN Implementation Interviews*, which used the open-ended interview to gather information from selected college personnel, and the *GAIN Case Studies*, which obtained information about students participating in GAIN. These are available in separate volumes. Taken together these studies provide a more accurate picture of GAIN implementation in the community colleges than does any single component.

Barry E. Stern, Ph.D.
Pacific Management and
Research Associates

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Our thanks go to the presidents and staff of West Los Angeles College and Irvine Valley College, who graciously hosted the informational workshops, and to Edward Shenk of Napa Valley College, who introduced the workshop in Sacramento.

Introduction

In 1986 California introduced a welfare reform program called Greater Avenues for Independence (GAIN). This legislation gave the community colleges a major role in helping welfare recipients get off welfare by equipping them with marketable vocational skills. It was presumed that individuals with appropriate levels of education and training would be able to earn high enough wages to support themselves and their families.

Although it will take years to determine whether or not the goals of this program are being achieved, policy-makers at this point need to know how well and to what extent the GAIN program is being implemented. The Legislature mandated the Chancellor's Office, California Community Colleges, to survey the kind and level of services provided to GAIN participants. This study is one of three components of GAIN research conducted for the Chancellor's Office by PMRA.

The major purpose of this particular survey is to describe the nature and amount of involvement of the community colleges in planning and implementing GAIN. In addition to assessing levels of current and planned involvement, the study assesses program capacity, the quality and capacity of the colleges' management information systems, and their desire for technical assistance in implementing GAIN.

The following narrative summarizes the research methodology and the principal results of analyzing a substantial amount of statistical information which appears in the appendices (**See companion volume, *Questionnaires and Data***). Most of this summary pertains to an analysis of the frequency tables. In addition, there is limited analysis of a few special crosstabulations.

Survey Methods

A questionnaire was developed to acquire information on the nature and extent of community college involvement in GAIN planning and implementation. The survey was mailed to each of the state's 106 community colleges. Ninety-five were returned. A supplemental questionnaire was sent to each of the colleges that served more than one county. Some 500 data elements were coded and entered into data management and statistical software for analysis.

QUESTIONNAIRE DEVELOPMENT

Under guidance from the Chancellor's Office (COCCC), PMRA developed a 16-page questionnaire to determine how and to what extent community colleges are participating in California's GAIN program. In addition to determining the level of community college participation in implementing GAIN, the survey asked about college participation in overall GAIN planning, the amount and quality of management information available, types of programs and services available, the colleges' desire for techical assistance in implementing GAIN, and the colleges' expectations of involvement in GAIN over the next two years.

A supplemental questionnaire was developed for the colleges that served more than one county. The questions were drawn from the original questionnaire and were limited to those items which might have had a different response from the different counties within a college's service area.

QUESTIONNAIRE DISTRIBUTION

The survey was mailed to each of the state's 106 community colleges. In addition to the official copies which were sent to each college's designated GAIN liaison, informational copies of the questionnaire were sent to the chancellors or superintendents and the district representatives. The questionnaires were mailed all at one time, and the packet included letters from both the State Chancellor and the Acting Vice-Chancellor for Student Services and Special Programs. Instructions indicated that only one questionnaire should be returned per college; however, the GAIN liaison was encouraged to seek input from other college personnel.

The questionnaires were mailed the last week of August 1987. Ninety-five of the 106 questionnaires were returned. Thirty-five were returned before the October 9 deadline, and after telephone follow-up another 61 were returned by the second week of November. Of the 45 colleges that received the multi-county supplement, only 12 returned them.

WORKSHOPS

Three regional workshops (Sacramento, Irvine, and Culver City) were held to help the colleges properly complete the questionnaire. More than half of the colleges were represented.

As a result of the workshop a "clarification memo" was prepared to clarify several of the survey items. The memo was circulated to those designated by each college to complete the survey. Follow-up calls were made to those who had already received surveys to allow them to make necessary changes based on the clarification memo.

DATA ENTRY AND ANALYSIS

Information from the questionnaire was broken down into 500 separate categories for coding purposes. The coded data were entered into data management software, which was used to produce several lists of colleges with certain characteristics. A statistical analysis program was then used to produce frequency tables and selected cross-tabulations.

DATA QUALITY

The high response rate (90%) to the survey and the fact that no major types of colleges were disproportionately represented in the group of non-respondents suggests that the results are highly representative of California's community colleges. However, the high number of non-responses to some of the items, particularly to items asking for counts of students in various assistance categories and dollars spent to implement GAIN, suggests that these kinds of data are not readily available. In fact, several non-structured comments written throughout the questionnaire indicated these kinds of questions could not be answered because of the lack of data.

Summary of Analysis

The analysis provided in this report first summarizes the more quantitative "fixed response" data, then reviews qualitative "open-ended" comments.

QUANTITATIVE ANALYSIS OF STRUCTURED RESPONSES

The findings summarized here correspond to major sections of the questionnaire, namely, (1) the planning process, (2) program capacity, (3) management information systems, (4) GAIN implementation during 1986-1987, and (5) projections of GAIN services for 1987-88 and 1988-89.

In reading this section, it should be noted that the reported percentages of institutions responding are percentages of the total number of California community colleges, including the 11 colleges that did not return the questionnaire as well as the colleges that did not respond to particular questions or items.

The GAIN Planning Process

Although only 17 of California's 106 community colleges implemented GAIN in the program's first year, the colleges appear to be very much involved with their county governments in planning GAIN programs. Over half (52%) of the colleges indicate having a primary role in the planning process, while 30 percent perceived a minimal role. Only 4 percent were not involved.

Typically, one or two college college staff are involved in the county planning process for GAIN. The positions most often represented are in the areas of vocational and technical education (42%), academic affairs and instruction (23%), and student services (19%). In 14 percent of the institutions, presidents, chancellors, and deans have participated in GAIN planning (**See companion volume, *Questionnaires and Data*, Apprendix C6**).

Two-thirds of the community colleges perceive that GAIN plans have been completed in their counties. Personnel in three-fourths of the institutions either had reviewed these plans or were in the process of reviewing them.

The great majority of counties and community colleges are sharing information with one another. Eighty percent of the colleges have provided the county welfare departments(CWD's) with an inventory of the services they can provide to GAIN participants. Over three-fourths of the CWD's either have furnished or are in the process of furnishing projections of numbers of potential GAIN students to the colleges **(See Chart 1)**.

Despite their evident involvement in GAIN planning, a significant percentage (up to 29%) of colleges reported that college services were under-utilized by the county GAIN plan. For many of these services (*e.g.* vocational education and ESL) a similar percent report "optimal utilization" by the GAIN plan. Nevertheless, on the whole more colleges indicate under-utilization than optimal or over-utilization for most services **(See Tables 1 and 2)**.

Chart 1
COLLEGES ARE INVOLVED IN COUNTY GAIN PLANNING

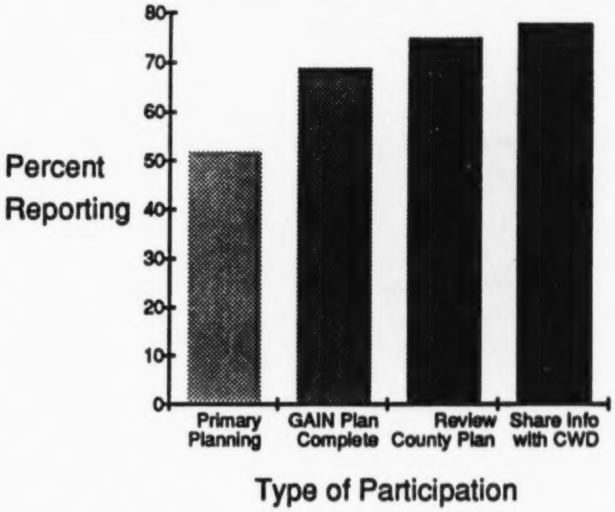


Table 1
RANKING OF COLLEGE GAIN SERVICES BY EXTENT THEY ARE REPORTED TO BE UTILIZED OPTIMALLY BY COUNTY GAIN PLAN

Rank	GAIN Service:	Colleges Indicating Optimal Utilization by County GAIN Plan: Number:	Percent:
1	CC Vocational Education	32	30.2
2	English-as-a-Second Language (ESL) .	28	26.4
3	Job Training (Short Term)	21	19.8
4	Vocational English (VESL)	21	19.8
5	Adult Basic Education/GED	18	17.0
6	Assessment & Employment Plan . . .	18	17.0
7	Personal Counseling	18	17.0
8	Child Care	18	17.0
9	Employment Counseling	18	17.0
10	Pre-employment Prep (Short Term) . .	15	14.2
11	Initial Appraisal	14	13.2
12	Pre-employment Prep (Long Term) . .	13	12.3
13	Job Placement	11	10.4
14	Ancillary Expenses	10	9.4
15	Transportation	9	8.5
16	On-the-Job Training	8	7.5
17	Job Development	8	7.4
18	Unsupervised Job Search	5	4.7
19	Job Club/Supervised Job Search . . .	2	1.9
20	Supported Work (Grant Diversion) . .	1	0.9
21	Transitional Employment (Diversion) .	1	0.9

Note: Percentages are of the total 106-college sample (95 colleges responded to the survey). Data from Question 8 of the GAIN Services Survey.

Table 2
RANKING OF COLLEGE'S GAIN SERVICES BY EXTENT TO WHICH COLLEGES REPORT THEY ARE UNDER-UTILIZED BY COUNTY GAIN PLAN

Rank	GAIN Service:	Colleges Indicating Under Utilization by County GAIN Plan: Number:	Percent:
1	CC Vocational Education	31	29.2
2	Job Placement	26	24.5
3	Pre-employment Prep (Long Term) . .	25	23.6
4	English-as-a-Second Language (ESL) .	24	22.6
5	Job Training (Short Term)	24	22.6
6	Assessment & Employment Plan . . .	22	20.8
7	Employment Counseling	21	19.8
8	On-the-Job Training	21	19.8
9	Job Development	20	18.9
10	Pre-employment Prep (Short Term) . .	19	17.9
11	Personal Counseling	18	17.0
12	Vocational English (VESL)	17	16.0
13	Initial Appraisal	17	16.0
14	Job Club/Supervised Job Search . . .	15	14.2
15	Adult Basic Education/GED	13	12.3
16	Unsupervised Job Search	13	12.3
17	Supported Work (Grant Diversion) . .	12	11.3
18	Child Care	11	10.4
19	Transitional Employment (Diversion) .	10	9.4
20	Ancillary Expenses	6	5.7
21	Transportation	6	5.7

Note: Percentages are of the total 106-college sample (95 colleges responded to the survey). Data from Question 8 of the GAIN Services Survey.

A higher percentage of colleges report optimal utilization of commonly offered services (*e.g.* training, ABE/GED/ESL, assessment and counseling) than of services which are offered less often (*e.g.* direct job services, such as job search, development, placement and supported work services).

It is also worth noting that many colleges either do not offer several of the services authorized by the GAIN legislation (*e.g.* 45 percent do not offer adult basic education) or do not expect to offer them as part of the GAIN program (*e.g.* 40 percent do not wish to provide job club/supervised job search services).

Program Capacity

A large majority (60 percent) of the college respondents believe the GAIN-prescribed list of services is comprehensive or adequate to meet the needs of GAIN clients. The 18 percent who did not believe the services were comprehensive tended to list services that were already authorized. For example:

More counseling - 9 colleges;
Basic education and English-as-a-second-language -5 colleges;
Child care - 5 colleges.

Of the services not prescribed by the GAIN legislation, tutoring (4 colleges) was mentioned most often as being needed by GAIN participants.

Most colleges having GAIN-relevant courses reported that at least some of these were competency-based and/or open entry/open exit. Vocational education was cited most often (by 48 percent of the colleges) as a course offered at least once on a competency-based or open entry/open exit basis. College remediation and English-as-a-second language classes also were likely to be offered at least once on a competency-based or open entry/open exit basis **(See Table 3).**

Table 3
COLLEGES OFFERING AT LEAST ONE COMPETENCY-BASED OR OPEN ENTRY/OPEN EXIT CLASS IN SELECTED COURSE AREAS

Type of Course:	**Percent of Colleges Offering at Least One Course That Is:**	
	Competency Based:	**Open Entry/ Open-Exit:**
Vocational Education	48.2	48.2
College Remediation	45.3	43.4
English-as-a-Second Language	42.5	35.0
Short-term Job Training	33.1	34.9
Adult Basic Education/GED	24.6	24.6
Vocational English (VESL)	18.0	18.9

Note: Percentages are of the total 106-college sample (95 colleges responded to the survey). Data from Question 8 of the GAIN Services Survey.

Colleges report that they need more technical assistance in meeting the bureaucratic requirements of GAIN than in adapting college programs and services to meet the needs of GAIN participants. For example, the greatest desires for technical assistance were in funding source identification, reporting GAIN enrollments and results, information system development, GAIN student recruitment and performance contracting. Of the program services, child care was the most frequently mentioned as an area of need for technical assistance **(See Table 4).**

Consultant or trainer site visits were rated as the most useful type of technical assistance by 51 percent of respondents. This was followed by a list of local, experienced community college personnel to contact (40%); workshops and conferences (38%); and model development and dissemination (31%). Having guidelines and manuals and learning how the GAIN program is funded were mentioned most often in spaces for open ended comments (3 responses each).

Management Information System

Though most colleges can identify and report students in general by Security number (73%), the vast majority of colleges cannot identify either AFDC or GAIN participants. When asked, for example, about the capability of their management information system (MIS), only 23 percent of the colleges said their MIS could identify AFDC clients enrolled; 28 percent could identify GAIN students enrolled; 26 percent could report ADA generated by GAIN students, and 21 percent could identify GAIN services received by GAIN participants. Forty-three percent said their MIS could identify and report the involvement of GAIN students in financial aid programs.

Low as they were, these estimates paint an overly optimistic view of data management capability. In some cases, where an MIS capability was said to exist, the pertinent data did not exist. For example, while 23 percent of the colleges reported MIS capability to identify AFDC recipients, only 13 percent said data existed on the AFDC status of students in the general population. While 26 percent said their college MIS can report ADA generated by GAIN students (Q 11), only eight percent actually reported the ADA (Q 19).

Very few colleges have data on AFDC students in the general student population. The number of colleges able to identify AFDC students increased from five institutions in 1984-85 to fourteen institutions in 1986-87 **(See Table 5).** Only five colleges said they had data to generate ADA from AFDC students (Q 15), and only one college could produce a dollar amount for ADA apportionment funding or for GAIN ADA augmentation (Q 23).

The survey responses suggested that there was a much better reporting of AFDC students in categorical programs than in the general student population. AFDC student data are most often obtained in Extended Opportunities, Programs and Services (EOPS) and financial aid programs (38% and 31%, respectively). However,

Table 4
RANKING OF KINDS OF TECHNICAL ASSISTANCE DESIRED BY COLLEGES (RANKED BY NUMBER INDICATING "HIGH NEED")

Planning and Implementation Component:	High Need: (N)	High Need: (%)	Moderate Need: (N)	Moderate Need: (%)	Low Need: (N)	Low Need: (%)	Variable Names:
Funding Source Identification	52	49.1	20	18.9	15	14.2	Q13FUNDS$
Reporting GAIN Enrollments	49	46.2	24	22.6	17	16.0	Q13GDATA$
Information System Dev't	45	42.5	27	25.5	17	16.0	Q13MIS$
GAIN Student Recruitment	30	28.3	24	22.6	34	32.1	Q13RECRT$
Performance Contracting	27	25.5	23	21.7	35	33.0	Q13PCNTR$
Child Care	25	23.6	16	15.1	42	39.6	Q13CHCAR$
Private Sector Involvement	25	23.6	31	29.2	29	27.4	Q13PRIV$
Ancillary Expenses	23	21.7	22	20.8	40	37.7	Q13EXPEN$
Open Entry/Open Exit Courses	23	21.7	29	27.4	34	32.1	Q13OPEN$
Assessment & Employment Plan	21	19.8	31	29.2	31	29.2	Q13ASSES$
Interagency Coordination	20	18.9	36	34.0	31	29.2	Q13XAGNY$
Competency-based Curriculum	19	17.9	28	26.4	38	35.8	Q13CMPBS$
Supported Work	18	17.0	15	14.2	49	46.2	Q13SUPWK$
Transportation Services	18	17.0	18	17.0	47	44.3	Q13TRANS$
Initial Appraisal	17	16.0	22	20.8	43	40.6	Q13APAIS$
Transitional Employment	16	15.1	21	19.8	45	42.5	Q13TRANI$
Job Club/Supervised Search	13	12.3	23	21.7	43	40.6	13JOBCL$
Job Development	13	12.3	35	33.0	35	33.0	Q13JOBDV$
Job Placement	13	12.3	34	32.1	36	34.0	13JOBPL$
Planning Activities	13	12.3	29	27.4	41	38.7	Q13PLANG$
Vocational English (VESL)	13	12.3	27	25.5	43	40.6	Q13VESL$
Employment Counseling	12	11.3	31	29.2	40	37.7	Q13CNCL$
On-the-Job Training	12	11.3	20	18.9	49	46.2	Q13OJT$
Pre-employment Prep.(Long T.)	11	10.4	25	23.6	46	43.4	Q13LGPRP$
Personal Counseling	11	10.4	27	25.5	45	42.5	Q13PCNCL$
Pre-employment Prep.(Short T)	10	9.4	29	27.4	44	41.5	Q13SHPRP$
Unsupervised Job Search	9	8.5	25	23.6	46	43.4	Q13JOBSH$
Job Training (Short Term)	9	8.5	33	31.1	40	37.7	Q13SHTJT$
Adult Basic Educ./GED	7	6.6	17	16.0	54	50.9	Q13ADULT$
English-as-a-Second-Language	5	4.7	26	24.5	52	49.1	Q13ESL$
CC Vocational Education	3	2.8	22	20.8	57	53.8	Q13CCVOC$

Note: Rows do not sum to 100% since "no response" and "not returned" categories are not listed. Data from Question 13 of GAIN Services Survey.

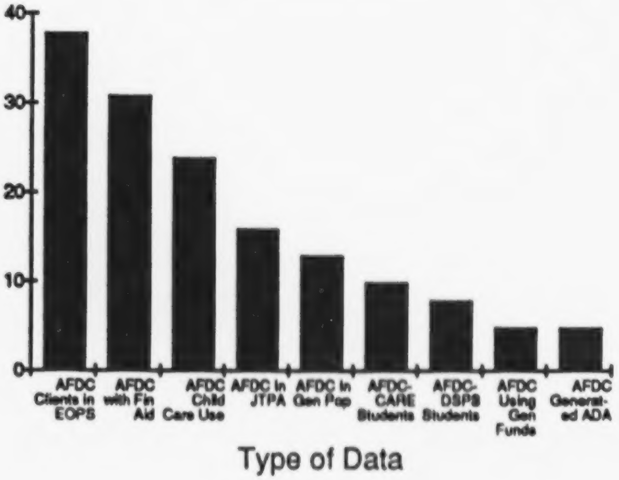
Table 5
COLLEGE/DISTRICT DATA THAT IDENTIFY AFDC STUDENTS, 1984-1987

Data Element:	1984-85: Have Data:	1984-85: Report Data:	1985-86: Have Data:	1985-86: Report Data:	1986-87: Have Data:	1986-87: Report Data:
AFDC Students in General Population	5	4	7	6	14	14
Credit ADA Generated by AFDC Students	0	0	0	0	5	na
Non-Credit ADA Generated by AFDC "	0	0	0	0	4	na
AFDC Clients in EOPS	na	na	40	29	na	na
Percent CARE Students on AFDC	na	na	11	11	na	na
AFDC Students in DSPS Programs	na	na	9	7	na	na
AFDC Students in JTPA Programs	na	na	17	13	na	na
AfDC Students with Financial Aid	na	na	33	12	na	na
AFDC Students Using General Fund Services	na	na	5	2	na	na
AFDC Students Using Child Care	na	na	26	22	na	na

Note: Of the 106-college sample, 95 colleges participated in the survey. Data from Questions 15 and 16 of the GAIN Services Survey.

even in these categories, most institutions do not have AFDC data. The quality of the data that do exist is also suspect since there was a significant discrepancy between the number saying they had data and the number actually reporting data (See **Chart 2**).

Chart 2
PERCENT OF COLLEGES WITH DATA ON AFDC STUDENTS, 1986-87



The marginal comments by survey respondents suggest that AFDC status could be ascertained for more students but that this would require a manual search of hundreds of student records. Also, some students do not report AFDC for fear of losing their benefits.

Seventy (70) percent of the colleges indicated that they are in the process of formalizing a management information exchange with the county welfare department; however, only 13 percent could report an expected operational date.

Implementation of GAIN in 1986-87

Seventeen of the 106 community colleges surveyed, ten of them rural, indicated that they implemented GAIN in 1986-87. However, only eleven schools were able to report the number of GAIN students served. These campuses reported a total of 2,320 GAIN students; the range was 3 to 1180 per campus, but the median was only 34. About one fifth were mandatory GAIN students, but only eight of the 11 campuses provided figures for this group (See **Table 6**). Nine colleges indicated that no GAIN tracking system existed at the time.

Table 6
CURRENT AND PROJECTED NUMBER OF GAIN STUDENTS IN COMMUNITY COLLEGES, 1986-1989

Reported Condition:	Current 1986-87	Projected 1987-88	Projected 1988-89
Number of Colleges Making Estimates (Total)	11	23	30
Total Number of GAIN Students	2320	8664	21,370
Range per Campus	3-1180	15-1500	35-4000
Median	34	400	500
Number of Colleges Making Estimates (Mandatory) . .	8	18	18
Number of Mandatory GAIN Students	475	4580	8955

Note: Percentages are of the total 106-college sample (95 colleges responded to the survey). Data from Question 8 of the GAIN Services Survey.

Nine colleges responded that they could estimate the number of ADA credits generated by GAIN in 1986-87, yet only three reported the number of credits.

The profile of college services offered to GAIN students was fairly standard among the seventeen colleges that had programs: Fifteen offered vocational education, 10 offered personal counseling, assessment and employment development planning; and nine offered English-as-a-second language. Little emphasis was placed either on job development/placement services or direct work experience (See **Table 7**).

To the question regarding the need for additional college services, ten institutions (9%) responded additional services are needed, including some not authorized or specified by the GAIN legislation (Q 24). Eight institutions mentioned a variety of counseling and liaison services to help improve coordination of services and communication between the GAIN student, the college, and the county welfare department. Tutoring and programs for self-initiated GAIN students were suggested by two respondents. Responses to a similar open-ended item placed earlier in the survey (Q 9) confirms this pattern. These services were also cited as desirable GAIN additions in the "GAIN Implementation Interviews Summary," which accompanies this report.

Table 7

RANKING OF COLLEGE GAIN SERVICES OFFERED IN 1986-87 BY FREQUENCY OF RESPONSE

GAIN Service:	Number:	Percent:
CC Vocational Education	15	14.2
Personal Counseling	10	9.4
Assessment/Employment Plan	10	9.4
English-as-a-Second Language	9	8.5
Employment Counseling	8	7.5
Child Care	7	6.6
Ancillary Expenses	7	6.6
Job Placement	6	5.7
Transportation	6	5.7
Job Training (Short Term)	6	5.7
Job Development	5	4.7
Adult Basic Education/GED	5	4.7
Initial Appraisal	4	3.8
Job Club/Supervised Job Search	2	1.9
Unsupervised Job Search	2	1.9
Vocational English (VESL)	2	1.9
On-the-Job Training	2	1.9
Pre-employment Prep.(Short Term)	2	1.9
Pre-employment Prep.(Long Term)	0	0.0
Supported Work	0	0.0
Transitional Employment	0	0.0

Note: Percentages are of the total 106-college sample (95 colleges responded to the survey). Data from Question 8 of the GAIN Services Survey.

Twelve of the 17 colleges that implemented GAIN indicated its financial impact on their institutions (Q 26). Twelve said enrollment and ADA increased as a result of GAIN. Six said GAIN participants displaced other students, while seven said GAIN decreased service capacity for non-GAIN students and increased unfunded growth. Thirteen said GAIN increased service costs.

However, only between one and three of the 17 colleges were able to specify the various increased costs of GAIN (for salaries, equipment, facilities, and direct student aid, respectively). Very few (*i.e.* never more than two) indicated whether or not resources were adequate for these categories; most simply indicated that they had no data on dollar amounts (Q 22). For the three institutions that calculated a total cost of GAIN implementation, the costs were $8600, $106,231, and $$113,787.

Similarly, few institutions were able to identify the revenue sources used to absorb the additional costs incurred by GAIN participants. Only between one and three institutions could identify the various revenue sources (e.g. ADA augmentation, CWD contract, JTPA 8% or 78% contracts, EOPS, CARE, DSPS, vocational education, or financial aid). Four institutions calculated the total dollar amount from all sources (the range is $4500 to $225,597).

Ten of the 17 colleges with a GAIN program said they had at least one of the GAIN program services funded by contract with the county welfare department. The colleges reported that for the most part these services were funded by college/district resources other than GAIN funds from CWD; however, they could neither identify particular revenue sources nor dollar amounts.

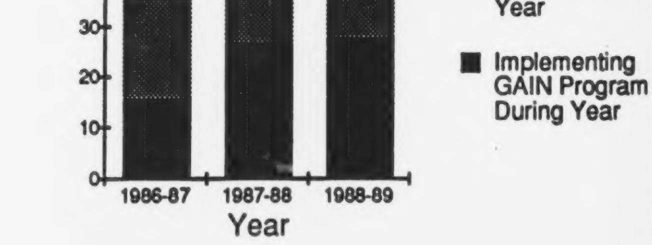
The predominant response to the open ended item on "other impacts" for Question 26 suggests why there was such a low response to survey items having to do with financial impact: "Current data systems are not good enough to assess the impact of GAIN." Only 4-5 institutions could produce specific data on the various financial impacts of GAIN (Q 22).

Projections for 1987-1989

Three-fourths of the community colleges either have or are in the process of developing a program plan for implementing GAIN (37% have a plan and another 37% are in the process of developing one). Seventeen institutions (16%) do not expect to develop a plan. By the end of the 1987-88 academic year, over half of the institutions that expect to have a GAIN program will have completed their program plan. The remaining 31 institutions will have completed their plan by the end of 1988-89 (See Chart 3).

Chart 3

PERCENT OF COLLEGES IMPLEMENTING OR PLANNING TO IMPLEMENT GAIN

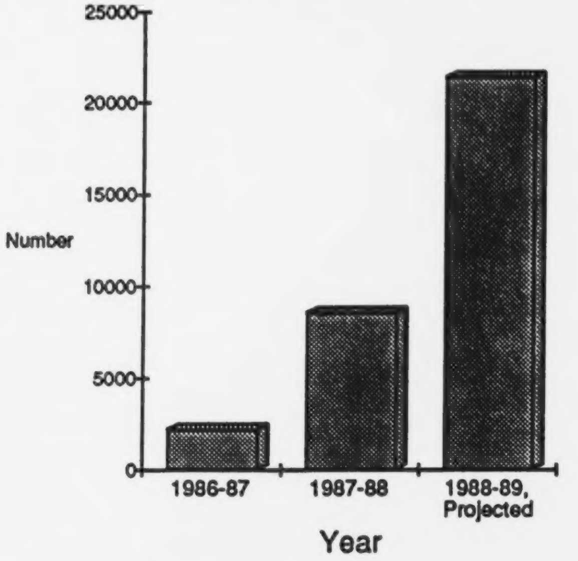


Twenty nine institutions (27%) fully expect to serve GAIN students in 1987-88; the number increases only by one for a total of 30 in 1988-89. The great majority of institutions are not sure just when they will implement GAIN, but they do expect to have a least a program plan by the end of 1988.

The number of GAIN participants expected to enroll in the community colleges rises dramatically each year. Twenty three colleges estimated a total enrollment of 8664 GAIN students in 1987-88; the number per campus ranges from 15 to 1500; the median is 400. Thirty campuses projected a GAIN enrollment of 21,300 in 1988-89; the range is between 35 and 4000 with the median at around 500 (**See Chart 4 and Table 6**). Very few colleges were able to distinguish and report the number of mandatory GAIN participants.

Chart 4

GROWTH IN THE NUMBER OF GAIN STUDENTS WILL BE DRAMATIC



These projections of the number of GAIN students, however, appear to be very tentative. Only 30 institutions (28%) projected numbers of GAIN students for 1988-89. As opposed to merely not responding, 48 colleges (45%) indicated that they "did not make projections." (Q 30). Due to the large number that did not make projections, the growth in the number of GAIN students is very likely to have been underestimated.

Most of the colleges that did make their own projections used estimates from the county welfare department (CWD) as the basis for these forecasts. While 43 colleges used CWD estimates, only four used admissions records, six used their financial aid records, and eight used current GAIN client information as the basis for their projections. Most considered their estimates to be moderately reliable.

Community colleges expect to offer future GAIN students the same courses and services that they usually offer. Over half of the colleges are planning to offer vocational education and English-as-a-second language, while over a third expect to provide counseling, short term job training, and assessment and employment development planning. Almost 30 percent shall offer child care services, adult basic education, and job placement services. The colleges generally do not expect to offer job search or job development services or work experience programs (See **Tables 8, 9 and 10**).

Relationship of College Characteristics to Future GAIN Programs. Occasionally, the colleges' expectations of offering particular GAIN services in the future were related to college characteristics such as location, size, and proportion of students eligible for aid programs. Some of the stronger relationships are reported below. The corresponding cross-tabulations appear in the companion volume, ***Questionnaires and Data***, **Appendix C4.**

Table 8

RANKING OF COLLEGE GAIN SERVICES PLANNED FOR 1987-88 BY FREQUENCY OF RESPONSE

GAIN Service:	Number:	Percent:
CC Vocational Education	58	54.7
English-as-a-Second Language	49	46.2
Personal Counseling	36	34.0
Job Training (Short Term)	33	31.1
Employment Counseling	32	30.2
Assessment & Employment Plan	31	29.2
Child Care	29	27.4
Adult Basic Education/GED	28	26.4
Vocational English (VESL)	24	22.6
Job Placement	19	17.9
Pre-employment Prep (Short Term)	18	17.0
Initial Appraisal	16	15.1
Ancillary Expenses	14	13.2
Job Development	14	13.2
Transportation	13	12.3
Pre-employment Prep (Long Term)	12	11.3
On-the-Job Training	9	8.5
Job Club/Supervised Job Search	5	4.7
Unsupervised Job Search	5	4.7
Supported Work	3	2.8
Transitional Employment	3	2.8

Note: Percentages are of the total 106-college sample (95 colleges responded to the survey). Data from Question 8 of the GAIN Services Survey.

Table 9
RANKING OF COLLEGE GAIN SERVICES PLANNED FOR 1988-89 BY FREQUENCY OF RESPONSE

GAIN Service:	Number:	Percent:
CC Vocational Education	64	60.4
English-as-a-Second Language	56	52.8
Personal Counseling	44	41.5
Job Training (Short Term)	43	40.6
Employment Counseling	39	36.8
Assessment & Employment Plan	38	35.8
Child Care	31	29.2
Adult Basic Education/GED	31	29.2
Vocational English (VESL)	29	27.4
Job Placement	29	27.4
Initial Appraisal	27	25.5
Pre-employment Prep(Short Term)	26	24.5
Job Development	21	19.8
Pre-employment Prep (Long Term)	20	18.9
Ancillary Expenses	17	16.0
On-the-Job Training	16	15.1
Transportation	15	14.2
Job Club/Supervised Job Search	9	8.5
Unsupervised Job Search	9	8.5
Supported Work	6	5.7
Transitional Employment	5	4.7

Note: Percentages are of the total 106-college sample (95 colleges responded to the survey). Data from Question 8 of the GAIN Services Survey.

Suburban institutions are more likely than rural ones to plan on offering job placement and personal and employment counseling services. Both suburban and urban institutions are more likely than rural ones to offer child care and initial appraisal services. Rural institutions, on the other hand, are more likely than suburban and urban to plan on offering adult basic education and initial appraisal services.

The expectation of offering particular GAIN services related in only one instance to the size or enrollment of the institution: Larger colleges are more likely than smaller ones to plan on offering vocational English-as-a-second language.

Institutions with a high proportion of students eligible for Extended Opportunities, Programs and Services (EOPS) are more likely than schools with a low proportion eligible to plan on offering support services such as transportation and ancillary expenses, as well as job club, vocational English-as-a-second language, and on-the-job training.

Table 10
GAIN SERVICES OFFERED AND PLANNED, 1986-1989

GAIN Service:	Current 1986-87:		Planned 1987-88:		Planned 1988-89:	
	N	%	N	%	N	%
Job Club/Supervised Job Search	2	1.9	5	4.7	9	8.5
Unsupervised Job Search	2	1.9	5	4.7	9	8.5
Job Placement	6	5.7	19	17.9	29	27.4
Job Development	5	4.7	14	13.2	21	19.8
Employment Counseling	8	7.5	32	30.2	39	36.8
Transportation	6	5.7	13	12.3	15	14.2
Child Care	7	6.6	29	27.4	31	29.2
Ancillary Expenses	7	6.6	14	13.2	17	16.0
Personal Counseling	10	9.4	36	34.0	44	41.5
Initial Appraisal	4	3.8	16	15.1	27	25.5
Assessment & Employment Plan	10	9.4	31	29.2	38	35.8
Adult Basic Education/GED	5	4.7	28	26.4	31	29.2
English-as-a-Second Language	9	8.5	49	46.2	56	52.8
Vocational English (VESL)	2	1.9	24	22.6	29	27.4
Job Training (Short Term)	6	5.7	33	31.1	43	40.6
Vocational Education	15	14.2	58	54.7	64	60.4
On-the-Job Training	2	1.9	9	8.5	16	15.1
Pre-employment Prep.(Short T.)	2	1.9	18	17.0	26	24.5
Pre-employment Prep.(Long T.)	0	0.0	12	11.3	20	18.9
Supported Work	0	0.0	3	2.8	6	5.7
Transitional Employment	0	0.0	3	2.8	5	4.7

Note: Rows do not sum to 100% since "no response" and "not returned" categories are not listed. Data from Question 13 of GAIN Services Survey.

The (17) institutions that implemented GAIN in 1986-87 are more likely than the others to plan on offering counseling, assessment and employment development plan, job development, initial appraisal, and long-term pre-employment preparation. Institutions *planning* to implement GAIN in 1987 are more likely than non-implementers to plan on offering short-term job training and assessment and employment development planning. Implementers in 1986-87 were no more likely than future implementers or non-implementers to desire particular types of technical assistance.

Colleges serving counties that have completed their GAIN plans are more likely than colleges in counties without such plans to expect to offer adult basic education and job training.

QUALITATIVE ANALYSIS OF COMMENTS AND OPEN-ENDED RESPONSES

Following is a summary of responses to some 20 open-ended questions in the GAIN Services Survey. Three general themes appeared throughout the non-structured comments.:

- Community college data systems are not good enough to assess the true impact of the GAIN program on the colleges. Data with which to answer particular questions are frequently not accessible by computer. Hence, a manual search of hundreds of student records would have been needed to respond adequately to some of the questions. In many cases the data simply are not collected.

- More funds are needed in order to accommodate the increased demands of more students and greater administrative expenses resulting from GAIN.

- More counseling and liaison services are needed to properly serve GAIN participants. Many felt that their current counseling system was overloaded even before the addition of GAIN clientele. GAIN adds to the counselor workload in two significant ways: Counselors must coordinate and communicate with the county welfare department about GAIN students; and GAIN students tend to require more orientation and special services than other community college students.

A more detailed summary of non-structured respondent comments appears in the companion volume, ***Questionnaires and Data*, Appendix C5.**

Conclusions

Data collected from this survey have implications for implementation of GAIN, program planning, management information systems, and program capacity.

IMPLEMENTATION

- A few community colleges, mostly rural, were implementing GAIN in 1986-87. By the end of the 1988-89 academic year, over one-fourth (28%) expect to enroll GAIN participants.

- The growth in the number of GAIN students that the colleges expect to serve is much more dramatic than the growth in the number of institutions expecting to come on line. Some 2300 GAIN participants were served by the community colleges in 1986-87. More than a nine-fold increase is expected by 1988-89 (21,470 GAIN students). This is probably a low estimate, since half the institutions declined to make any forecast.

- The most frequent concern expressed in implementing GAIN was the lack of supplemental funding. More funds were needed either to compensate for the increased workload or to prevent GAIN participants from displacing other students.

PROGRAM PLANNING

- By the end of 1988-89, three-fourths of the colleges will have completed their GAIN program plan. Half that number said that they already had a program plan at the time of the survey in August 1987.

- The colleges appear to be very much involved with their county governments in planning GAIN programs. The great majority had reviewed their county plans and believe that these plans have been completed. Over half believe the colleges have had a primary role in developing their county GAIN plans, yet a substantial minority (30%) feel they have had only a minimal role.

- Despite their evident involvement in the planning process, a significant percentage (up to 29% for a particular service) reported that college services were under-utilized by the county GAIN plan.

MANAGEMENT INFORMATION SYSTEM

- The vast majority of colleges do not have data systems that allow them to assess the true impact of the GAIN program on the institution. About a fourth of the institutions say their MIS has the capability to track GAIN participants, but fewer have AFDC data that would enable them to utilize this capability. The situation is somewhat better in the categorical programs within colleges. Yet only a third or so of the financial aid and EOPS programs have information systems with data on students' AFDC status.

PROGRAM CAPACITY

- Of the 21 GAIN-prescribed programs and services, only vocational education and English-as-a-second language (ESL) are likely to be offered by over half of the colleges as part of their present or future GAIN program. Roughly a third of the colleges offer or expect to offer counseling, assessment and employment development planning, short-term job training, and child care services as part of their GAIN program.
- Most college respondents feel the GAIN-prescribed list of services is adequate to meet the needs of the GAIN clientele. Tutoring is the only service that several community colleges would have added to the list.
- Colleges report that they need more technical assistance in meeting the bureaucratic requirements of GAIN than in adapting college programs and services to meet the needs of GAIN participants.

EPILOGUE

This first study on GAIN implementation and services in the community colleges will help establish a baseline for further development of this new program. Though relatively few institutions have implemented GAIN thus far, much has been learned already about how to deliver services to GAIN clients and coordinate efforts with the other agencies involved. No doubt the colleges will utilize this experience to improve their programs and administrative procedures.

Future evaluations of GAIN, of course, will reveal a constantly changing picture as this infant program matures. The value of future studies, of course, would be enhanced by the development of better data systems in the agencies charged with implementation. In addition to serving the cause of implementation, a better database would help policymakers assess the achievement of the program's important social objectives.

Appendix B

Community College Maintenance-of-Effort Data

Note: Ratios listed in this Appendix are not Final Adjusted Ratios. They are preliminary File-match data. For final, adjusted figures see Appendix D, Enclosure 1

COMMUNITY COLLEGE MAINTENANCE OF EFFORT DATA FOR GAIN IMPLEMENTATION:

Results of a Cross Analysis of DSS and CCC Data Files

Prepared For:

Chancellor's Office
Student Services Division
CALIFORNIA COMMUNITY COLLEGES
1107 Ninth Street, 2nd Floor
Sacramento, California 95814
(916) 323-5958

Prepared By:

Fred Best, Ph.D.
Victor Chow, B.S.
PACIFIC MANAGEMENT AND RESEARCH ASSOCIATES
2012 H Street, Suite 200
Sacramento, California 95814
(916) 448-9038

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This report has been prepared to provide technical background for the development of "maintenance of effort" (MOE) levels for the implementation of GAIN within community colleges. The GAIN program provides for the augmentation of educational budgets to support the provision of additional services for GAIN participants. However, such funding augmentations require that a baseline be established to document the level of effort provided to serve the GAIN population prior to implementation of the program. This baseline or "maintenance of effort" level will be used to justify additional funds if GAIN leads to greater demands upon educational agencies.

The principle dimensions of "maintenance of effort" are the number of students served, and the extent to which they utilize educational resources.

Overview of Objectives and Methods

The principle goal of this report is to provide empirical background for the development of an operational definition of "maintenance of effort" that can be applied as a fair and workable criterion for determining the need for funding augmentations. This report does not propose an operational definition. It seeks only to provide background and data to assist policy development.

Given that GAIN has been targeted, but not limited, to AFDC recipients with children past the age of six, a key task in assessing the degree to which the community colleges have served this population group is to estimate the number of AFDC recipients served prior to the implementation of GAIN, and the extent of their participation in community college programs.

Research and analysis leading to this report have followed the general guidelines provided by the Chancellor's Office.[1] These guidelines entailed two primary activities:

(1) Determine the number of AFDC recipients enrolled in community colleges during the pre-GAIN year of 1985 by cross-matching client files from the Department of Social Services (DSS) with student census files from the community colleges.

(2) Determine the extent to which AFDC recipients participated in community college programs by estimating the proportion of average daily attendance (ADA) attributed to AFDC students.

Data produced by these activities provides an estimate of size and intensity of AFDC participation in California's community colleges. However, it should be emphasized that these data may over-estimate past services to the GAIN population because it represents persons who would be both mandatory and exempted GAIN participants.

Data was developed and analyzed in seven progressive steps:

(1) Creation of an unduplicated data file from DSS with AFDC recipients for September and October 1985.

(2) Identification of colleges and districts that maintain the Social Security Numbers (SSNs) of students, and creation of data files with student information and descrambled SSNs from the Fall 1985 CCC Student Census archives.

(3) Cross-match of the DSS and CCC files by the SSN of clients and students, and selection of individuals that were both AFDC recipients and students within the community colleges.

(4) Assessment of the comparability of student populations between districts that have SSNs and those that do not.

(5) Use of data from districts with SSN student identifiers to calculate the percent of credit and non-credit ADA generated by AFDC students.

(6) Design and use of a two dimensional matrix to categorize colleges with SSN and no SSN identifiers into similar groups, and assignment of the weighted average of percent of AFDC generated ADA for the colleges with SSN identifiers to districts without SSN identifiers.

(7) Aggregation of college data to district levels and preparation of data summary.

The procedures for the above steps are described in greater length in **Appendix 1**.

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[1] "COCCC-DSS File Match: Outline of Outputs", Work Plan, Student Services Division, Chancellor's Office, California Community Colleges, Sacramento, November 3, 1987.

Overview of Data and Findings

Seventy of California's 106 community colleges maintained SSN student identifiers. As a result, it was possible to directly access or to descramble the SSNs of 63.9 percent of the 1,180,365 enrollment for Fall, 1985. The characteristics of the student population with SSNs was generally comparable to those without SSNs (See **Exhibit 1**)..

The SSNs of community college students were cross-matched against the SSNs of 1,667,583 adult and dependent minor AFDC recipients. This cross-match revealed that 23,551 community college students from colleges which provided us with SSNs were AFDC recipients during September and October 1985. Thus, 3.1 percent of the community college students with SSN identifiers were AFDC recipients, and, conversely, about 1.5 to 3 percent of AFDC recipients were community college students (note that AFDC students were calculated only for colleges with SSN identifiers).

Number and Characteristics of AFDC Recipients within Community Colleges

Ultimately, MOE factors will be applied in district allocations. However, a number of methodological considerations required that estimates of AFDC enrollment and ADA be first calculated at the campus level. A by-product of this approach has been the development of college level data.

The most notable college level data are percentages of the student population that are AFDC recipients. Readers should note that these figures pertain only to the 70 colleges with SSN student identifiers. These percentages vary dramatically from a low of .4 percent to a high of 14.6 percent. Despite this variation, it is noteworthy that 82 percent of these campuses were within the range of 1.5 to 8.0 percent. As already noted, the average for all colleges with SSN identifiers was 3.1 percent **(See Exhibit 2)**.

Campus level data also provides noteworthy data about the characteristics of AFDC students as compared to the total student body. As might be expected, AFDC students tended to be women with low educational attainment. AFDC student goals also tended to be basic education or job related, and they were disproportionately minority **(See Exhibit 3)**.

ADA Ratios as a Maintenance of Effort Baseline

The primary objective of this study was to develop estimates and proxies of the percent of district ADA generated by students receiving AFDC benefits.

For campuses and districts with SSN student identifiers, the task of estimating AFDC generated ADA was reasonably straightforward. Once AFDC students were identified by cross-matching SSNs, data from the CCC Student Census files were used to compute the credit and non-credit hours generated by AFDC recipients. These same census files were used to calculate similar hours estimates for all students. These figures were calculated at the college level and then aggregated to district levels. Division of AFDC generated hours by total hours provided percentages or ratios of AFDC generated ADA relative to total ADA. These figures provide a common denominator among all districts.

Development of AFDC ADA ratios for colleges and districts without SSN student identifiers required special procedures. These procedures were developed with the goals of balancing simplicity with reasonable predictive credibility. Multivariate regression analysis was conducted to isolate two key data elements which were common to all colleges and evidenced high association with the variation of ADA ratios within colleges with SSN student identifiers **(See Appendix 1)**. This analysis revealed that geographic categories (*e.g.* suburban, urban and rural settings) and the percent of EOPS eligible students were the best predictors of ADA ratios. Using these variables, a nine cell matrix was developed (See **Exhibit 4**). All colleges were assigned to one of the nine cells in accord with the EOPS eligibility levels of its students and geographic setting **(See Appendix 3 for comparison of colleges within cells)**. Weighted averages of credit and non-credit ADA ratios were computed for all the colleges in each cell that had SSN student identifiers. This weighted average was assigned as a proxy ADA ratio to colleges without SSN student identifiers **(See C[illegible]ARATC and CADARATN Columns of Exhibit 2)**. These figures were then aggregated to the district level **(See Appendix 1 for procedures)**.

Exhibit 1
COMPARISON OF DISTRICTS WITH STUDENT SSA NUMBERS TO COLLEGES WITHOUT STUDENT SSA NUMBERS

Campus Characteristics:	**Colleges With SSN:**		**Colleges Without SSN:**	
	Number:	**Percent:**	**Number:**	**Percent:**
Total	**753,903**	**100.0**	**426,642**	**100.0**
Racial-Ethnic Group Distribution of Students:				
American Indian	9,281	1.2	5,387	1.3
Asian or Pacific	73,878	9.8	34,057	8.0
Black (Not Hispanic)	61,841	8.2	17,853	4.2
White (Not Hispanic)	422,056	56.0	270,030	63.3
Hispanic	99,014	13.1	51,919	12.2
Filipino	21,495	2.9	6,976	1.6
Other	66,338	8.8	30,240	9.4
Gender Distribution of Students:				
Male	328,884	43.6	184,255	43.2
Female	416,832	55.3	239,660	56.2
Unknown	8,187	1.1	2,547	.6
Age Distribution of Students:				
Under 17 Years	23,539	3.1	12,085	2.8
18 Years	56,300	7.5	32,686	7.7
19 Years	61,405	8.1	34,719	8.1
20 to 24 Years	191,193	25.4	107,867	25.3
25 to 29 Years	120,456	16.0	65,606	15.4
30 to 49 Years	221,539	29.4	119,985	28.1
Over 49 Years	79,471	10.5	53,514	12.5
High School Education of Students:				
High School Diploma	453,000	60.1	272,970	64.0
GED or Other Equivalent	43,398	5.7	22,601	6.0
No High School Diploma	29,081	3.9	18,449	4.3
Unknown	228,424	30.3	109,442	25.7
Enrollment Status of Students:				
First Time Enrollment	147,337	19.5	83,585	19.6
First Time Transfer	75,261	10.0	34,263	8.0
Return Transfer	22,808	3.0	17,770	4.2
Returning Student	86,308	11.4	56,410	13.2
Continuing Student	337,381	44.8	187,669	44.0
Unknown	84,808	11.2	46,765	11.0
Educational Attainment of Students:				
High School Student	12,633	1.7	5,039	1.2
Freshman	400,374	53.1	236,015	55.3
Sophomore	99,484	13.2	50,259	11.8
60 Semester/90 Quarter Units or More	50,725	6.7	24,286	5.7
Associate Degree	33,324	4.4	23,727	5.6
Bachelors Degree or Higher	55,114	7.3	28,455	6.7
Unknown	102,249	13.6	58,681	13.8
Goals of Students:				
Transfer without Associate Degree	67,849	9.0	54,426	12.8
Associate Degree for Transfer	125,168	16.6	63,957	15.0
Vocational Associate Degree	46,072	6.1	18,388	4.3
General Purpose Associate Degree	33,686	4.5	31,347	7.4
Certificate of Achievement	31,451	4.2	18,660	4.4
Job Skill Training	67,428	8.9	48,981	11.5
Unknown	382,249	50.7	190,703	44.7
Total Weekly Student Contact Hours:				
3 Hours or Less	298,222	40.0	178,556	42.0
4 to 6 Hours	134,814	18.1	76,544	18.0
7 to 9 Hours	75,422	10.1	41,532	9.8
10 to 12 Hours	68,112	9.1	35,354	8.3
13 to 20 Hours	130,710	17.5	68,027	16.0
Over 20 Hours	38,226	5.1	25,333	6.0
AFDC Recipient Status:				
AFDC Recipient	23,551	3.1		
Non-AFDC Recipient	730,352	96.9		
Unknown	426,642	100.0		

SOURCE: Student Census Files, Fall 1985, Chancellor's Office, California Community Colleges, Sacramento.

Exhibit 2
COLLEGES RANKED BY RATIO OF CREDIT AFDC GENERATED ADA TO TOTAL ADA, FALL 1985

Rank	District Code:	College Code:	Name of College:	Proxy Status of Data:	Percent of AFDC Students	Ratio of Non-Credit AFDC Hours to All Non-Credit Hours:	Hours from AFDC Students	Hours from All Students	Ratio of Credit AFDC Hours to All Hours:
	IDDIST	IDCAMPUS	INSTIT		CPAFDC85	CADARATN	HRSAFDCC	HRSALLC	CADARATC
1	73536	385099	San Francisco CC Centers	No	5.7	0.0880	0.0	0.0	0.0000
2	72660	565320	Moorpark College	No	0.4	0.0000	7403.3	1582979.8	0.0047
3	69054	415151	College of San Mateo	No	0.4	0.0000	13100.0	2447815.5	0.0054
4	64741	195384	Los Angeles Pierce College	No	0.5	0.0000	16847.5	2776766.0	0.0061
5	61689	75268	Diablo Valley College	No	0.6	0.0000	20919.0	2966049.5	0.0071
6	69716	435860	West Valley College	No	0.7	0.0000	18510.3	2084983.0	0.0089
7	68817	405650	Cuesta College	No	0.9	0.0000	10070.8	1038790.1	0.0097
8	61184	15610	Ohlone college	No	0.7	0.0492	12365.0	1258233.5	0.0098
9	64741	195396	Los Angeles Valley College	No	1.1	0.0000	35394.8	2316683.3	0.0153
10	73486	195257	Glendale Community College	Yes	NA	0.0879	29596.3	1861399.8	0.0159
11	69716	435861	Mission College	No	1.1	0.0000	19067.0	1196205.0	0.0159
12	64360	195154	Cerritos College	Yes	NA	0.0879	45411.2	2856050.5	0.0159
13	64386	195177	Citrus College	Yes	NA	0.0000	23936.6	1505446.0	0.0159
14	67660	365210	Chaffey College	Yes	NA	0.0144	25148.5	1533447.6	0.0164
15	73502	195825	Santa Monica College	Yes	NA	0.0144	53147.3	3240691.7	0.0164
16	66654	305580	Irvine Valley College	Yes	NA	0.0144	8987.7	548032.2	0.0164
17	66639	305525	Orange Coast College	Yes	NA	0.0000	61666.5	3760150.1	0.0164
18	66654	305579	Saddleback College	Yes	NA	0.0144	37192.4	2267828.0	0.0164
19	66605	305240	Fullerton College	Yes	NA	0.0000	81560.6	4973206.9	0.0164
20	64972	195175	College of the Canyons	Yes	NA	0.0000	9780.9	596398.3	0.0164
21	69443	435227	Foothill College	Yes	NA	0.0144	26028.0	1587073.3	0.0164
22	66605	305191	Cypress College	Yes	NA	0.0000	83329.4	5081061.0	0.0164
23	69443	435184	DeAnza College	Yes	NA	0.0144	39016.5	2379052.4	0.0164
24	73528	375693	San Diego Mesa College	No	1.3	0.0000	58635.0	3521276.6	0.0167
25	68148	375249	Grossmont College	No	1.4	0.0000	40180.0	2356615.2	0.0170
26	64741	195365	Los Angeles Harbor College	No	1.5	0.0000	20281.5	1181139.0	0.0172
27	73528	375300	San Diego Miramar College	No	1.1	0.0000	10583.5	609889.6	0.0174
28	69054	415711	Skyline College	No	1.2	0.0000	21117.5	1190820.7	0.0177
29	69294	425560	Santa Barbara City College	No	1.5	0.0000	34048.6	1833792.4	0.0186
30	68270	375542	Palomar College	No	1.6	0.0253	41765.6	2212916.2	0.0189
31	64824	195475	Mt. San Antonio College	No	1.5	0.0136	65793.6	3309664.6	0.0199
32	64493	195225	El Camino College	No	1.7	0.0000	86317.5	4069085.5	0.0212
33	64741	195953	Los Angeles Mission College	No	1.7	0.0000	7489.0	353343.5	0.0212
34	64923	195658	Rio Hondo College	No	1.4	0.0000	40408.7	1898168.1	0.0213
35	72660	565741	Ventura College	No	1.6	0.0000	40838.0	1830464.3	0.0223
36	62133	105131	West Hills College	No	3.0	0.0000	8122.0	338996.3	0.0240
37	69054	415062	Canada College	No	1.3	0.0000	22774.0	931220.5	0.0245
38	68247	375509	Mira Costa College	No	1.7	0.0192	20307.0	822393.0	0.0247
39	68148	375250	Cuyamaca College	No	2.0	0.0000	10205.5	378231.5	0.0270
40	64899	195575	Pasadena City College	No	1.8	0.0051	1036 16.7	3564663.5	0.0291
41	69096	425213	Allan Hancock College	No	1.9	0.0299	37050.0	1265798.7	0.0293
42	66043	275129	Hartnell College	No	2.2	0.0000	27382.2	929727.4	0.0295
43	70946	495690	Santa Rosa Junior College	No	2.1	0.0298	82163.7	2644181.4	0.0311
44	73536	385092	City College of San Francisco	No	2.7	0.0000	148107.3	4276525.8	0.0346
45	64741	195952	West Los Angeles College	No	2.8	0.0000	30014.5	840300.5	0.0357
46	70557	485825	Solano Community College	No	2.7	0.1169	43829.1	1218829.3	0.0360
47	63867	155580	Taft College	No	3.3	0.0051	6981.0	192611.5	0.0362
48	67025	335125	College of the Desert	No	2.4	0.0175	28576.8	716312.3	0.0399
49	66936	315730	Sierra College	No	3.1	0.0000	62149.2	1553497.5	0.0400
50	67371	345023	American River College	No	3.5	0.0000	111000.6	2748329.3	0.0404
51	72660	565321	Oxnard College	No	2.7	0.0000	28619.8	697767.3	0.0410
52	67223	335687	Riverside City College	No	3.1	0.0357	89464.2	2113641.7	0.0423
53	69476	435263	Gavilan College	No	3.6	0.0189	21525.3	482574.7	0.0446
54	62463	105523	Kings River Community College	Yes	NA	0.0226	75717.2	1686353.0	0.0449
55	73775	95001	Lake Tahoe Community College	No	2.2	0.0000	5605.0	124971.6	0.0449
56	67884	365211	Crafton Hills College	Yes	NA	0.0000	25760.0	573719.4	0.0449
57	66639	305001	Coastline Community College	Yes	NA	0.0226	26804.9	596991.5	0.0449
58	65383	215060	Marin Community College	Yes	NA	0.0000	47435.0	1056457.8	0.0449

Exhibit 2 Continued Next Page:

Exhibit 2 Continued From Prior Page:

Rank	District Code:	College Code:	Name of College:	Proxy Status of Data:	Percent of AFDC Students	Ratio of Non-Credit AFDC Hours to All Non-Credit Hours:	Hours from AFDC Students	Hours from All Students	Ratio of Credit AFDC Hours to All Hours:
	IDDIST	IDCAMPUS	INSTIT		CPAFDC85	CADARATN	HRSAFDCC	HRSALLC	CADARATC
59	61317	15235	Chabot College	Yes	NA	0.0000	69670.6	1551683.3	0.0449
60	66639	305282	Golden West College	Yes	NA	0.0000	108294.8	2411911.6	0.0449
61	66100	275270	Monterey Peninsula College	Yes	NA	0.0226	46785.0	1041983.0	0.0449
62	66688	305609	Rancho Santiago College	Yes	NA	0.0000	144073.0	3208753.0	0.0449
63	69740	445076	Cabrillo College	No	3.1	0.0000	81981.9	1812451.8	0.0452
64	64741	195217	East Los Angeles College	No	4.1	0.0000	89530.0	1880295.5	0.0476
65	72124	545071	College of the Sequoias	No	3.9	0.0304	69073.5	1426265.0	0.0484
66	64253	195020	Antelope Valley	Yes	NA	0.0436	50108.4	992244.7	0.0505
67	71340	505500	Modesto Junior College	Yes	NA	0.0436	84018.6	1663734.1	0.0505
68	63537	155050	Bakersfield College	Yes	NA	0.0436	84763.2	1678478.3	0.0505
69	64741	195346	Los Angeles City College	No	4.2	0.0000	120833.0	2379005.0	0.0508
70	66274	285540	Napa Valley College	No	2.7	0.0092	41618.9	789732.5	0.0527
71	69658	435680	San Jose City College	No	4.2	0.0000	70413.8	1332960.8	0.0528
72	69658	435679	Evergreen Valley College	No	5.0	0.0000	50290.6	902003.5	0.0558
73	67371	345124	Cosumnes River College	No	4.1	0.0000	60658.1	1006758.4	0.0603
74	67371	345740	Sacramento City College	No	5.1	0.0000	157226.5	2380299.5	0.0661
75	68668	395670	San Joaquin Delta College	Yes	NA	0.0046	181094.9	2731446.4	0.0663
76	65797	245475	Merced College	Yes	NA	0.0046	84891.3	1280412.5	0.0663
77	67884	365594	San Bernardino Valley College	Yes	NA	0.0000	115414.4	1740790.2	0.0663
78	68429	375807	Southwestern College	Yes	NA	0.0000	113611.6	1713598.5	0.0663
79	73494	195337	Long Beach City College	No	5.1	0.1485	252812.1	3663239.6	0.0690
80	61267	15570	Merritt College	No	6.0	0.3774	69519.0	1000003.7	0.0695
81	61689	75269	Los Medanos College	No	4.6	0.0000	64384.4	913718.5	0.0705
82	73528	375663	San Diego City College	No	4.5	0.0000	166805.1	2312480.0	0.0721
83	61267	15257	College of Alameda	No	5.7	0.0000	46472.3	636073.3	0.0731
84	70474	475200	College of the Siskiyous	Yes	NA	0.0232	29466.8	402552.0	0.0732
85	63537	545364	Porterville College	Yes	NA	0.0232	27362.5	373804.1	0.0732
86	73510	335565	Palo Verde College	Yes	NA	0.0232	7494.0	102377.5	0.0732
87	63537	155001	Cerro Coso Community College	Yes	NA	0.0232	30724.5	419733.5	0.0732
88	61416	45115	Butte College	Yes	NA	0.0232	77217.1	1054878.8	0.0732
89	71340	555055	Columbia College	Yes	NA	0.0232	19623.8	268084.8	0.0732
90	63156	135570	Imperial Valley College	Yes	NA	0.0000	5037.6	688210.9	0.0732
91	64428	195196	Compton Community College	Yes	NA	0.1444	51668.7	699170.0	0.0739
92	67926	365790	Victor Valley Community College	No	4.4	0.0000	48737.3	657912.8	0.0741
93	61689	75190	Contra Costa College	No	5.0	0.0000	86604.3	1131841.3	0.0765
94	61267	325335	Feather River College	No	4.1	0.0000	10336.0	132033.3	0.0783
95	62992	125140	College of the Redwoods	No	5.3	0.0139	80630.2	1014833.6	0.0795
96	62463	105240	Fresno City College	No	6.3	0.0852	201468.5	2523285.7	0.0798
97	64741	195390	Los Angeles Trade-Tech College	No	6.5	0.0000	171477.5	2127325.0	0.0806
98	61267	15236	Vista College	No	2.7	0.0046	26202.2	302344.5	0.0867
99	72777	585925	Yuba College	No	6.3	0.0096	119257.6	1318353.1	0.0905
100	67132	335403	Mt. San Jacinto College	No	6.7	0.0000	46382.8	460402.8	0.1007
101	73718	235001	Mendocino College	No	6.6	0.0282	28662.4	268272.9	0.1068
102	70144	455695	Shasta College	No	8.5	0.1220	141671.6	1267334.7	0.1118
103	67629	365074	Barstow College	No	6.6	0.0000	26427.4	232356.9	0.1137
104	64147	185420	Lassen College	No	8.0	0.1114	48019.0	403733.3	0.1189
105	61267	15450	Laney College	No	8.6	0.0219	204536.0	1697246.2	0.1205
106	64741	195387	Los Angeles Southwest College	No	14.6	0.0000	78216.5	430281.0	0.1818

SOURCE: Student Census Files, Fall 1985, Chancellor's Office, California Community Colleges, Sacramento.

Exhibit 3
COMPARISON OF AFDC RECIPIENT STUDENTS WITH TOTAL STUDENT POPULATION WITHIN COLLEGES WITH SSN STUDENT IDENTIFIERS

Student Characteristics:	**All Students:**		**AFDC Recipients:**	
	Number:	**Percent:**	**Number:**	**Percent:**
Total	**753,903**	**100.0**	**23,551**	**100.0**
Racial-Ethnic Group Distribution of Students:				
American Indian	9,281	1.2	478	2.03
Asian or Pacific	73,878	9.8	5,710	24.25
Black (Not Hispanic)	61,841	8.2	5,374	22.82
White (Not Hispanic)	422,056	56.0	7,603	32.28
Hispanic	99,014	13.1	2,883	12.24
Filipino	21,495	2.9	140	0.59
Other	66,338	8.8	1,363	5.78
Gender Distribution of Students:				
Male	328,884	43.6	5,491	23.32
Female	416,832	55.3	17,945	76.20
Unknown	8,187	1.1	115	0.49
Age Distribution of Students:				
Under 17 Years	23,539	3.1	701	2.98
18 Years	56,300	7.5	1,159	4.92
19 Years	61,405	8.1	763	3.24
20 to 24 Years	191,193	25.4	4,655	19.77
25 to 29 Years	120,456	16.0	5,378	22.84
30 to 49 Years	221,539	29.4	10,220	43.40
Over 49 Years	79,471	10.5	675	2.87
High School Education of Students:				
High School Diploma	453,000	60.1	9,820	41.70
GED or Other Equivalent	43,398	5.7	2,406	10.21
No High School Diploma	29,081	3.9	2,155	9.15
Unknown	228,424	30.3	9,170	38.94
Enrollment Status of Students:				
First Time Enrollment	147,337	19.5	5,368	22.79
First Time Transfer	75,261	10.0	1,320	5.60
Return Transfer	22,808	3.0	395	1.68
Returning Student	86,308	11.4	2,179	9.25
Continuing Student	337,381	44.8	10,261	43.57
Unknown	84,808	11.2	4,028	17.10
Educational Attainment of Students:				
High School Student	12,633	1.7	458	1.94
Freshman	400,374	53.1	13,180	55.96
Sophomore	99,484	13.2	3,112	13.21
60 Semester/90 Quarter Units or More	50,725	6.7	1,528	6.49
Associate Degree	33,324	4.4	616	2.62
Bachelors Degree or Higher	55,114	7.3	252	1.07
Unknown	102,249	13.6	4,405	18.70
Goals of Students:				
Transfer without Associate Degree	67,849	9.0	1,471	6.25
Associate Degree for Transfer	125,168	16.6	3,512	14.91
Vocational Associate Degree	46,072	6.1	2,236	9.49
General Purpose Associate Degree	33,686	4.5	1,190	5.05
Certificate of Achievement	31,451	4.2	1,763	7.49
Job Skill Training	67,428	8.9	2,404	10.21
Unknown	382,249	50.7	10,975	46.60
Total Weekly Student Contact Hours:				
3 Hours or Less	298,222	40.0	7,748	33.10
4 to 6 Hours	134,814	18.1	2,602	11.12
7 to 9 Hours	75,422	10.1	2,304	9.84
10 to 12 Hours	68,112	9.1	2,746	11.73
13 to 20 Hours	130,710	17.5	6,065	25.91
Over 20 Hours	38,226	5.1	1,944	8.30

SOURCE: Student Census Files, Fall 1985, Chancellor's Office, California Community Colleges, Sacramento.

Exhibit 4
ADA RATIO ASSIGNMENT MATRIX

Under 15 % Eligibility	15-30% EOPS Eligibility	Over 30% EOPS Eligibility	
Base=14 Proxy=10 WtCrdit=.016 WtNCdt=.014	Base=11 Proxy=8 WtCrdit=.045 WtNCdt=.023	Base=3 Proxy=4 WtCrdit=.066 WtNCdt =.005	Suburban
Base=8 Proxy=3 WtCrdit=.016 WtNCdt=.088	Base=6 Proxy=0 WtCrdit=NA WtNCdt=NA	Base=8 Proxy=1 WtCrdit=.074 WtNCdt=.145	Urban
Base=2 Proxy=0 WtCrdit=NA WtNCdt=NA	Base=11 Proxy=3 WtCrdit=.051 WtNCdt=.044	Base=8 Proxy=6 WtCrdit=.073 WtNCdt=.023	Rural

NOTE: Base = Colleges with SSN student identifiers, Proxy = Colleges without SSN student identifiers, Wt.Credit = Weighted average of credit AFDC-Total ADA Ratio, Wt.NCdt = Weighted average of non-credit AFDC-Total Ratio.

CREDIT ADA RATIOS

Estimates and proxies for credit ADA ratios were successfully calculated for all districts. As in the case of the percent of AFDC students for colleges, these ratios varied widely from a low of .0097 to a high of .1189. However, 72 percent of the districts had ratios within the range of .01 to .06 **(See Exhibit 5)**.

NON-CREDIT ADA RATIOS

In many cases, districts and colleges reported no non-credit ADA hours. As a result, many districts show zero non-credit ADA ratios **(See Exhibit 6)**. The non-credit ratios range from .0000 to a high of .1485.

Comparisons to Other Data

Before concluding, it may be helpful to briefly review other complementary data and studies.

ANALYSIS OF FIELD SURVEY DATA

The first, and most significant, of these studies was a special analysis of data from a Spring 1986 Field Research Corporation survey of community college students. Analysis of this data estimated that 3.3 percent of community college students were recipients of AFDC during 1986.[2] This survey obtained a 62 percent response rate from a representative statewide sample of 10,000 students. Some 6.2 percent of the respondents reported that they had received "money from any of the following public assistance programs -- AFDC, SSI or general assistance." The number of AFDC recipients was estimated by excluding students with no dependent children, those of age over 50 years with educational attainment equal to or greater than a bachelors degree,[3] and with 1985 income over $18,000. The remaining respondents, whose characteristics were consistent with AFDC eligibility, amounted to 3.3 percent of the student population.

GRAD CONSORTIUM ESTIMATES FOR SAN DIEGO

Another estimate of the proportion of AFDC recipients attending community colleges comes from the San Diego GRAD (GAIN Remediation Adult Delivery) Consortium. This consortium provides GED, ESL and Adult Basic Education services through the community colleges and local school districts. A statement from this consortium concludes, that "the percentage of currently served AFDC recipients is approximately two and one-half percent. The following rationale and data were used to arrive at this figure. The San Diego DSS survey of its AFDC recipients (representative of 40 percent mandatory and 60 percent exempt) was used as the empirical starting point. This survey indicated that 12 percent of respondents, or 4,200 participants (35,000 times 12 percent) were currently attending an educational or job training facility. If we assume that all or these 4,200 AFDC participants were attending GRAD Basic Education Programs, they would only constitute 3 percent

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[2] Leonard Shymoniak, "Estimates of AFDC Students and Attributable Apportionments in Community Colleges," memo to Frank Allen (Estimates Branch, Department of Social Services), California Community Colleges, Sacramento, March 20, 1987.

[3] A recent study of Los Angeles AFDC recipients found that most had not finished high school, and only 4 percent had academic experience beyond high school (Leonard Schneiderman et al, *GAIN Participant Needs Assessment*, Report 2, Prepared by the Department of Public Social Services, Los Angeles, by the Center for Child and Family Policy Studies, University of California, Los Angeles, page 10-11).

Exhibit 5
DISTRICTS RANKED BY ORDER OF CREDIT ADA RATIOS, FALL 1985

Rank Order:	District Code: IDDIST	Name of District: DISTRICT	Proxy Status of Data:	Hours from AFDC Students: DHRSAFDC	Hours from All Students: DHRSALLC	Ratio of AFDC Hours to All Hours: DADARATC
1	68817	San Luis Obispo	No	10070.8	1038790.1	0.0097
2	61184	Fremont-Newark	No	12365.0	1258233.5	0.0098
3	69716	West Valley-Mission	No	37577.3	3281188.0	0.0115
4	69054	San Mateo	No	56991.5	4569856.7	0.0125
5	73486	Glendale	Yes	29596.3	1861399.8	0.0159
6	64386	Citrus	Yes	23936.6	1505446.0	0.0159
7	64360	Cerritos	Yes	45411.2	2856050.5	0.0159
8	66654	Saddleback	Yes	46180.1	2815860.2	0.0164
9	69443	Foothill	Yes	65044.5	3966125.7	0.0164
10	73502	Santa Monica	Yes	53147.3	3240691.7	0.0164
11	66605	North Orange County	Yes	164890.0	10054267.9	0.0164
12	67660	Chaffey	Yes	25148.5	1533447.6	0.0164
13	64972	Santa Clarita	Yes	9780.9	596398.3	0.0164
14	68148	Grossmont-Cuyamaca	No	50385.5	2734846.7	0.0184
15	69294	Santa Barbara	No	34048.6	1833792.4	0.0186
16	72660	Ventura County	No	76861.1	4111211.4	0.0187
17	68270	Palomar	No	41765.6	2212916.2	0.0189
18	64824	Mt. San Antonio	No	65793.6	3309664.6	0.0199
19	64493	El Camino	No	86317.5	4069085.5	0.0212
20	64923	Rio Hondo	No	40408.7	1898168.1	0.0213
21	62133	West Hills	No	8122.0	338996.3	0.0240
22	68247	Miracosta	No	20307.0	822393.0	0.0247
23	64899	Pasadena Area	No	103616.7	3564663.5	0.0291
24	66639	Coast	Yes	196766.2	6769053.2	0.0291
25	69096	Allan Hancock Joint	No	37050.0	1265798.7	0.0293
26	66043	Hartnell	No	27382.2	929727.4	0.0295
27	70946	Sonoma County Junior	No	82163.7	2644181.4	0.0311
28	61689	Contra Costa	No	171907.7	5011609.3	0.0343
29	73536	San Francisco	No	148107.3	4276525.8	0.0346
30	70557	Solano County	No	43829.1	1218829.3	0.0360
31	63867	West Kern	No	6981.0	192611.5	0.0362
32	73528	San Diego	No	236023.6	6443646.2	0.0366
33	67025	Coachella Valley	No	28576.8	716312.3	0.0399
34	64741	Los Angeles	No	570183.3	14290010.8	0.0399
35	66936	Sierra Joint	No	62149.2	1553497.5	0.0400
36	67223	Riverside	No	89464.2	2113641.7	0.0423
37	69476	Gavilan Joint	No	21525.3	482574.7	0.0446
38	73775	Lake Tahoe	No	5605.0	124971.6	0.0449
39	61317	South County	Yes	92955.0	2070268.0	0.0449
40	65383	Marin	Yes	47435.0	1056457.8	0.0449
41	66100	Monterey Peninsula	Yes	46785.0	1041983.0	0.0449
42	66688	Rancho Santiago	Yes	144073.0	3208753.0	0.0449
43	69740	Cabrillo	No	81981.9	1812451.8	0.0452
44	72124	College of the Sequoias	No	69073.5	1426265.0	0.0484
45	64253	Antelope Valley	Yes	50108.4	992244.7	0.0505
46	66274	Napa Valley	No	41618.9	789732.5	0.0527
47	67371	Los Rios	No	328885.2	6135387.0	0.0536
48	71340	Yosemite	Yes	103642.4	1931818.9	0.0537
49	69658	San Jose-Evergreen	No	120704.4	2234964.3	0.0540
50	63537	Kern	Yes	142850.2	2472015.9	0.0578
51	67884	San Bernardino	Yes	141174.4	2314509.6	0.0610
52	62463	State Center	Yes	277185.7	4209638.7	0.0658
53	65797	Merced	Yes	84891.3	1280412.5	0.0663
54	68429	Southwestern	Yes	113611.6	1713598.5	0.0663
55	68668	San Joaquin	Yes	181094.9	2731446.4	0.0663
56	73494	Long Beach	No	252812.1	3663239.6	0.0690
57	63156	Imperial	Yes	5037.6	688210.9	0.0732
58	73510	Palo Verde	Yes	7494.0	102377.5	0.0732
59	70474	Siskiyou Joint	Yes	29466.8	402552.0	0.0732
60	61416	Butte	Yes	77217.1	1054878.8	0.0732
61	64428	Compton	Yes	51668.7	699170.0	0.0739
62	67926	Victor Valley	No	48737.3	657912.8	0.0741
63	62992	Redwoods	No	80630.2	1014833.6	0.0795
64	72777	Yuba	No	119257.6	1318353.1	0.0905
65	61267	Peralta	No	357065.5	3767701.0	0.0948
66	67132	San Jacinto	No	46382.8	460402.8	0.1007
67	73718	Mendocino-Lake	No	28662.4	268272.9	0.1068
68	70144	Shasta-Tehama-Trinity Jt.	No	141671.6	1267334.7	0.1118
69	67629	Barstow	No	26427.4	232356.9	0.1137
70	64147	Lassen	No	48019.0	403733.3	0.1189

Exhibit 6
DISTRICTS RANKED BY ORDER OF NON-CREDIT ADA RATIOS, FALL 1985

Rank Order:	District Code: IDDIST	Name of District: DISTRICT	Proxy Status of Data:	Hours from AFDC Students: DHRSAFDN	Hours from All Students: DHRSALLN	Ratio of AFDC Hours to All Hours: DADARATN
1	67629	Barstow	No	0.0	0.0	0.0000
2	68817	San Luis Obispo	No	0.0	0.0	0.0000
3	64493	El Camino	No	0.0	6624.0	0.0000
4	69658	San Jose-Evergreen	No	0.0	0.0	0.0000
5	64741	Los Angeles	No	0.0	0.0	0.0000
6	62133	West Hills	No	0.0	0.0	0.0000
7	67371	Los Rios	No	0.0	0.0	0.0000
8	69054	San Mateo	No	0.0	0.0	0.0000
9	72660	Ventura County	No	0.0	9031.0	0.0000
10	68148	Grossmont-Cuyamaca	No	0.0	0.0	0.0000
11	64923	Rio Hondo	No	0.0	0.0	0.0000
12	64972	Santa Clarita	Yes	0.0	0.0	0.0000
13	67884	San Bernardino	Yes	0.0	0.0	0.0000
14	69740	Cabrillo	No	0.0	0.0	0.0000
15	61317	South County	Yes	0.0	0.0	0.0000
16	68429	Southwestern	Yes	0.0	0.0	0.0000
17	66043	Hartnell	No	0.0	0.0	0.0000
18	67926	Victor Valley	No	0.0	27072.0	0.0000
19	64386	Citrus	Yes	0.0	0.0	0.0000
20	61689	Contra Costa	No	0.0	0.0	0.0000
21	63156	Imperial	No	0.0	0.0	0.0000
22	67132	San Jacinto	No	0.0	0.0	0.0000
23	66936	Sierra Joint	No	0.0	29367.0	0.0000
24	73775	Lake Tahoe	No	0.0	0.0	0.0000
25	69294	Santa Barbara	No	83.5	38008.5	0.0022
26	65797	Merced	Yes	352.2	76561.0	0.0046
27	68668	San Joaquin	Yes	447.5	97283.7	0.0046
28	63867	West Kern	No	66.0	13023.5	0.0051
29	64899	Pasadena Area	No	176.0	34605.5	0.0051
30	66274	Napa Valley	No	138.5	15012.5	0.0092
31	72777	Yuba	No	201.0	20990.0	0.0096
32	64824	Mt. San Antonio	No	22892.2	1688880.6	0.0136
33	62992	Redwoods	No	40.0	2871.5	0.0139
34	66605	North Orange County	Yes	17550.8	1218807.5	0.0144
35	67660	Chaffey	Yes	3069.6	213170.0	0.0144
36	66654	Saddleback	Yes	2637.0	183122.0	0.0144
37	73502	Santa Monica	Yes	4383.2	304386.8	0.0144
38	69443	Foothill	Yes	76.5	5317.0	0.0144
39	69716	West Valley-Mission	Yes	809.0	56231.6	0.0144
40	67025	Coachella Valley	No	9927.8	567541.8	0.0175
41	69476	Gavilan Joint	No	74.0	3908.0	0.0189
42	68247	Miracosta	No	4196.0	218911.0	0.0192
43	66100	Monterey Peninsula	Yes	2331.4	103157.9	0.0226
44	65383	Marin	Yes	902.0	39914.5	0.0226
45	66688	Rancho Santiago	Yes	48676.8	2153839.8	0.0226
46	66639	Coast	Yes	4705.9	208227.2	0.0226
47	73510	Palo Verde	Yes	140.0	6035.4	0.0232
48	61416	Butte	Yes	6783.5	292390.3	0.0232
49	70474	Siskiyou Joint	Yes	423.2	18243.0	0.0232
50	68270	Palomar	No	5094.0	201692.5	0.0253
51	63537	Kern	Yes	4901.2	193163.5	0.0254
52	73718	Mendocino-Lake	No	14.0	497.0	0.0282
53	70946	Sonoma County Junior	No	1090.5	36609.0	0.0298
54	69096	Allan Hancock Joint	No	29358.9	980429.4	0.0299
55	72124	College of the Sequoias	No	558.0	18344.0	0.0304
56	62463	State Center	Yes	1273.9	35885.0	0.0355
57	67223	Riverside	No	360.0	10074.0	0.0357
58	61267	Peralta	No	4410.0	120010.5	0.0367
59	71340	Yosemite	Yes	2983.1	68443.6	0.0436
60	64253	Antelope Valley	Yes	65.6	1504.0	0.0436
61	61184	Fremont-Newark	No	255.0	5185.0	0.0492
62	73486	Glendale	Yes	91757.4	1043884.0	0.0879
63	64360	Cerritos	Yes	5305.9	60362.6	0.0879
64	73536	San Francisco	No	587363.7	6672899.1	0.0880
65	64147	Lassen	No	792.0	7110.0	0.1114
66	70557	Solano County	No	27.0	231.0	0.1169
67	70144	Shasta-Tehama-Trinity Jt.	No	32477.0	266216.0	0.1220
68	73528	San Diego	No	668443.5	5222390.0	0.1280
69	64428	Compton	Yes	65.0	450.0	0.1444
70	73494	Long Beach	No	76189.2	512960.1	0.1485

of the estimated 140,000 students currently attending programs. Assuming that at least one-half percent were attending vocational programs, JTPA programs, or private schools, we arrive at the two-and-one half percent."[4] Given that these students are divided between school districts and community colleges, the percent would be lower for community colleges.

UCLA STUDY OF PROSPECTIVE GAIN PARTICIPANTS

Another indicator of the percent of AFDC recipients enrolled in community colleges comes from a 1986 study conducted by the University of California for the Los Angeles County Department of Public Social Service (DPSS). This study reviewed DPSS client data and conducted a special survey of AFDC clients to estimate the number of mandatory GAIN participants and their needs.[5] This research indicated that 36,304 of the 161,531 AFDC cases in Los Angeles County would be mandatory GAIN participants, and that about 80 percent of the non-mandatory recipients had high interest in participation. A survey of 1,429 randomly selected recipients found that only 4 percent had education above the high school level.[6] This would mean that a maximum of 1,450 of the 36,304 prospective mandatory GAIN participants could have attended a community college in 1985. Given that the Los Angeles Community College District enrolls about 25,000 students, the largest possible percentage of AFDC students would be about 6 percent. Realistically, this figure would be significantly smaller.

Conclusions

Data for the DSS-CCC file match provides a reliable assessment of the percentage of students receiving AFDC and their impact on ADA. Measurements vary notably among campuses and districts, suggesting that it may be neither fair nor realistic to develop a single statewide MOE baseline.

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[4] "Grad Consortia Position Paper on GAIN", Presented to the State Department of Social Services, San Diego, August 4, 1987.

[5] Leonard Schneiderman et al, *Op.Cit.*

[6] *Ibid.*, pages 10-11.

Appendix 1

OUTLINE OF METHODS FOR DSS-CCC CROSS MATCH ANALYSIS

This appendix summarizes the chronology of activities and methods used to (1) assess the percentage of community college campus and district students who were AFDC recipients, and (2) calculate estimated and proxy ratios of AFDC ADA relative to total ADA for districts.

Lead Staff Person	Date	Project Stage, Tasks and Methods:
	11/20/87	**ARRANGE RESOURCES:**
Best	11/20/87	**Procure Secondary Data about Colleges and Districts**
Best	11/25/87	**Purge Files to Provide Data Storage Space**
Best	11/25/87	**Install and Adjust Software**
		PREPARE TECHNICAL SUMMARY OF DATA PREPARATION:
Chow	11/20/87	**Descrambling of College SSA Numbers**

Below is the summary of the algorithms, existence of descrambled SSN records and quality of reconstruction of SSN numbers.

(A) PROCEDURES FOR DESCRAMBLING THE CENSUS STUDENT FILES

(1) Records from the 1985 census student data tape were extracted and grouped into separate files by districts. These files were saved on mass storage and named as 'CC.SDS.GAIN.FALL85.district/filename'. The expiration dates for these files are December 31, 1987. They can be recreated from the 1985 census data tape if needed after the expiration date.

(2) At the same time, MIS staff from the Chancellor's office collected, where possible, the scrambling/descrambling algorithms for each of the districts. The algorithm listing produced is called the phone-algorithm list.

(3) Because the information on the list was not consistent, memos were sent to the districts to obtain their official descrambling algorithms. A total of 34 memos were obtained from the districts officially or by follow-up phone calls to the districts by the project monitor. See attachments for the list of these districts.

(4) The STUDENT-ID fields were randomly listed for all the districts having algorithms. The descrambled SSNs were examined in order to check the validity of the algorithms.

(5) SSNs for campuses and districts having decodable SSNs were descrambled based on their given algorithms. DYL280 utility was used to write procedures on the descrambling procedures. Forty six (46) files which belong to 45 districts and 1 campus were saved on mass storage. These files were named as 'CC.GAIN.SDS.FALL85. SSN.district/filename'. The expiration dates for these files are December 31, 1987.

(6) The descrambled files were combined, sorted by SSN, Birth Year, and Birth Month in ascending order, and saved on CTAPE as 'CC.GAIN.SDS.FALL85, and BYSSN.MERGED' VOL=SER=(303687). For further investigation, the expiration date for this file was set to December 31, 1988.

(7) Similarly, all the non-descrambled files were combined and sorted by College-Code, SSN, Birth-Year, and Birth-Month in ascending order for ADA calculation using SAS statistical package. This file was saved on CTAPE as 'CC.GAIN.SDS. FALL85.BYCOLLGE.ALLID' VOL=SER=(307296), and expires on December 31, 1988.

Lead Staff Person	Date	Project Stage, Tasks and Methods:

(B) **RECORDS THAT CANNOT BE DESCRAMBLED -- STUDENT IDENTIFIER**

SSNs from a total of 25 districts cannot be descrambled either because they did not provide the descrambling algorithms or they reported using student identifiers instead of SSNs. They were not included for the cross-file match with the AFDC DSS file. These districts were summarized in the attachments.

(C) **RECORDS CONTAINING THE ORIGINAL SOCIAL SECURITY NUMBER**

Eight districts reported using the original SSNs. Some of the formats of the SSNs in the files, however, were not correct. Thus, the records were reformatted and the SSNs were left justified before conducting the cross-file match.

(D) **RECORDS THAT WERE DESCRAMBLED TO ORIGINAL SSN NUMBERS**

Thirty-six of seventy districts and one campus needed to be descrambled. The descrambling algorithms were obtained either by official memos or follow-up phone calls. Some of the algorithms from the phone-algorithm list were used if the algorithm provided looked accurate.

Chow 11/20/87 **DSS-CCC Crossmatch & Removal of Duplicate Records**

The following are the file processing steps for doing the CCC-DSS cross-file analysis:

(A) **COMMUNITY COLLEGE STUDENT CENSUS DATA FILE**

(1) Extract records from the 1985 student census data tape, group them by districts, and name and save the files on mass storage as CC.SDS.GAIN.FALL85. district/filename'. The result was a total of 70 separated files with a total of 1,180,365 student records which are correct and are different from the number typed on the listing (phone-algorithm list) provided by the MIS department).

(2) Obtain, where possible, algorithms for descrambling STUDENT-ID to the original SSN for all the districts by the MIS staff of the Chancellor's office (phone-algorithm list).

(3) Randomly list the STUDENT-ID fields for each of the districts (files), and then manually examine the validity of the algorithms obtained by phone inquiries.

(4) Send memos to all the districts to obtain official scrambling or descrambling algorithms, then compare them with the phone-algorithms, and examine the validity of the given algorithms as in step 3.

(5) Develop DYL280 utility programs to descramble and left justify STUDENT-ID fields to their original SSNs for all the decodable districts and campuses. SSNs from a total of 45 districts and 1 campus were descrambled and saved on mass storage. These files were named as 'CC.GAIN.SDS.FALL85.SSN.district/filename.'

(6) Merge and sort by SSN, BIRTH YEAR, and BIRTH MONTH in ascending order, creating a file on CTAPEs with file name 'CC.GAIN.SDS.FALL85.BYSSN.MERGED', VOL=SER=303687 (753,903 records).

(B) **DEPARTMENT OF SOCIAL SERVICES FILES**

(1) Two sets of magnetic tapes from Department of Social Services (DSS) were sent to the MIS Department, and were converted and stored onto CTAPEs.

(2) Two sets of CTAPE files were created from the DSS files by MIS staff. These files contain only the AFDC recipient records, and were sorted in ascending order by SSN only and named as 'CC.GAIN.DSS.DATASRTD.SEP85.ONLYAFDC,' VOL=SER=(340701,309871), and 'CC.GAIN.DSS.DATASRTD.OCT85.ONLYAFDC,' VOL=SER=(310250,310252).

(3) The two files were then sorted by SSN, BIRTH YEAR, BIRTH MONTH, AND BIRTHDAY in ascending order. Duplicate key checks were performed. The file names are: 'CC.GAIN.DSS.DATASRTD.SSNBD.SEP85.ONLYAFDC', VOL=SER=(311066,311723), (1,479,976 records, 2911 of them have duplicate keys); and 'CC.GAIN.DSS.DATASRTD.SSNBD.OCT85.ONLYAFDC', VOL=SER=(313679,311177), (1,500,122 records, 3831 of them have duplicate keys). The expiration dates for these files are December 31, 1988.

Lead Staff Person	**Date**	**Project Stage, Tasks and Methods:**

(B) DEPARTMENT OF SOCIAL SERVICES FILES, *Continued:*

(4) A Cobol program was developed to combine the September and October AFDC DSS files, such that no two records will have the same keys. Key means: SSN+BYY+BMM (Social Security Number, Year of Birth, Month of Birth). If duplicate-key records were found, the information of the oldest person from the October AFDC DSS file was selected and retained. The combined file was saved on CTAPEs, named as 'CC.GAIN.DSS.DATASRTD.SSNBD.NODUP. ONLYAFDC', VOL=SER=(347999,341579,337586). This file has 1,667,583 records (there were 1,305,773 matches between the September and October AFDC DSS files during the un-duplication process). Of course, the file has unique keys and is sorted in ascending order. No duplicate keys were found by the CHECK-DUP program.

(C) CROSS-MATCH FILE

(1) Before the cross-match process, the file created in step A.6 was examined for duplicate keys. Out of the 753,903 records, 11,515 or 1.5 percent of these records had duplicate keys.

(2) Although the number of duplicate keys was noteworthy, the project monitor advised that the cross-file match be conducted with the file as it existed. Whether further decisions will be made depends on the number of duplication for all the AFDC records. Later assessment revealed that this dupication caused no impact on the number of cross-matched data (See C4).

(3) Another Cobol program was developed to do the cross-match between FILE-A.6 (753,903 records) and FILE-B.4 (1,667,583 records), creating 'CC.GAIN.DSSCCC.SSNBD.XMATCHED', VOL=SER=(342696) (753,903 records). Below are the actions of the cross-match procedure:

(a) If both SSN and BYY+BMM are matched. In cases where there were matches, some of the information (see WORK-PLAN) from the AFDC DSS file (FILE-A.6) was appended to FILE-B.4. Each matching record was then written to the output file after the record was flagged as an AFDC student record, a '3' at position 19 (23,551 records were flagged '3').

(b) If only the SSN is matched, the information of the oldest person from the AFDC DSS file is appended, and the output record was flagged a '2' at position 19 (2,457 records were flagged '2').

(c) If there was no match, the original record from FILE-B.4 was written to the output file, and is flagged a '1' at position 19 (727,895 records were flagged '1').

(4) After the cross-match process, duplicate-key records are counted by different categories:

(a) SSN not BYY+BMM match: 18 duplicate-keys out of 23,551 records

(b) SSN + BYY + BMM match: 397 duplicate-keys out of 23,551 records

(D) OTHER COMMENTS

(1) For the comments concerning procedures, quality, and completeness of descrambling the student file, see TCHMEMO1.

(2) Although there are 2911 and 3831 duplicate-key records in the September and October AFDC DSS files, they are not significant compare to the huge size of 1.5 million records of each of the files. In compliance with the project monitor, the un-duplication program removed all the duplicate records, and transferred the first non-duplicate record from the October AFDC DSS file to the output file (the file created in step B.4).

(3) By looking at the contents of the AFDC duplicate-key records in the cross-match file created in step B.3, the records seem to be representing the same person, who took courses in two (or three) different colleges (inferred from the duplicate listing).These records had sightly different data items, such as graduate status and high school educations. Consulting staff felt that it was reasonable to include all the records when calculating the ADA figures because the credit hour in each of the student record contribute to the total ADA figure for each college and district, regardless of whether they belong to the same student or different students. However, when calculating the total AFDC student figure, duplicate record count should not be included. Otherwise, the AFDC student ratio will be over estimated.

(4) Since the project monitor decided not to include the 'SSN match which did not have BYY+BMM matches' as AFDC records, the number of duplication is very small. Only 18 out of 23,551, which had no influence in our cross-file analysis).

Lead Staff Person	Date	Project Stage, Tasks and Methods:

(E) NOTE ON USE OF AGE OF CHILDREN IN THE DSS FILES

Because of file structure limitations for the DSS files, the number of dependent children of an AFDC recipient could not be obtained directly from each of the records. The number of dependent children, however, is important and necessary in determining whether GAIN participant is mandatory of non-mandatory.

Since it may be necessary to determine the number of dependent children for an AFDC recipient, the TR-CASE-ID of an AFDC recipient who is also in the Community College is appended to the corresponding record in the CC student file. This has been done so that the ages of all the AFDC recipients in the same family can be determined, if needed later on, by going though the September and October, 1985 DSS files again.

Below are the steps to determine the ages of all the AFDC recipients in the same family (*i.e.* same TR-CASE-ID):

(1) Sort the cross-matched CC file by TR-CASE-ID in ascending order giving FILE-1 (assume there is no duplicate TR-CASE-ID in the file. Otherwise, a cleanup procedure must be executed before doing this process, such as removing all the records having duplicate TR-CASE-ID).

(2) Sort the merged Sept. and Oct. DSS file (CC.GAIN.DSS.DATASRTD.SSNBD. NODUP.ONLYAFDC) by TR-CASE-ID in ascending order giving FILE-2.

(3) Skip all the records in FILE-1 until TR-CASE-ID <> 0.

(4) For each of the remaining records in FILE-1:

(a) skip records in FILE-2 until TR-CASE-ID = TR-CASE-ID in FILE-1 (at lease one record in FILE-2 matches the TR-CASE-ID in FILE-1: the original record itself).

(b) calculate the ages of all the recipients whose TR-CASE-ID = TR-CASE-ID in FILE-1, and append to the output record.

(c) repeat step 4 until end of FILE-1.

Two questions are raised: (1) how to solve the problem of duplicate TR-CASE-ID records in FILE-1, and (2) how to determine who is whose parent in the same family by examining the ages obtained from the above procedures?

Chow 11/23/87

Estimation of ADA for Descrambled Colleges

COCCC specified procedures were used to estimate the percent of total credit and non-credit ADA generated by AFDC students within descrambled colleges. This procedure entailed generating total and AFDC student generated student contact hours from the Student Census Data Files.

The formula for generating the AFDC *for credit* ADA to total *for credit* ADA percentage was as follows:

$$\text{CADARATC} = \frac{\text{Total Credit Hours for AFDC Students}}{\text{Total Credit Hours for College}} = \frac{[\text{WSCH} * \text{Term Length}] + \text{TPHA1} + \text{TPHA3} + \text{OTTLCC1\&2}}{[\text{WSCH} * \text{Term Length}] + \text{TPHA1} + \text{TPHA3} + \text{OTTLCC1\&2}}$$

$$= \frac{\text{HRSAFDCC}}{\text{HRSALLC}}$$

The formula for generating the AFDC for *non-credit* ADA to total for *non-credit* ADA percentage was as follows:

$$\text{CADARATN} = \frac{\text{Total Non-Credit Hrs for AFDC Students}}{\text{Total Non-Credit Hrs for College}} = \frac{\text{TPHA2} + \text{TPHA4 for AFDC Students}}{\text{TPHA2} + \text{TPHA4 for All Students}}$$

$$= \frac{\text{HRSAFDCN}}{\text{HRSALLN}}$$

Lead Staff Person	Date	Project Stage, Tasks and Methods:
		The above calculations were conducted for each college with COCCC computer facilities. The resulting figures for each college were summarized on printouts and transferred to a microcomputer data base. These calculations were conducted at the college rather than district level to avoid problems resulting from varied term lengths within districts and inconsistent use of SSN student identifiers within districts, and to provide more predictive sensitivity to geographical types (suburban, urban and rural) and percentage of EEOPs eligible students when computing ADA ratios.
	11/24/87	**PREPARE CODEBOOK WITH DEFINITIONS OF DATA BASE VARIALBES:**
Best	11/24/87	***GSUMFILE.DBF* for College Level Data**
		A data structure was developed for a *dBASEIII* file (GSUMFILE.DBF) to consolidate data from several sources. The contents and sources for this data file are attached as an **Appendix 2.**
Best	11/20/87	***GSUMDIST.DBF* for District Level Data**
		A data structure was developed for a dBASEIII file (GSUMDIST) to provide a shell to store existing and forthcoming district level data.
	11/23/87	**REVIEW AND SELECT VARIABLES FOR ADDITION TO *GUMFILE.DBF*:**
		Check Suburban-Urban-Rural Classes of Colleges (GSUMFILE)
		Official geographical classifications from COCCC were assigned to all colleges and districts within the above-noted GSUMFILE.DBF and GSUMDIST.DBF data base files. This classification was summarized in the GEOGTYPE field. Each college was assigned a numeric code for its geographical classification: 1 = Suburban, 2 = Urban, and 3= Rural.
		Profiles of Student Populations:
		Total (All Colleges and Districts)
		Number & Characteristics of All Students for Each College & District:
		Characteristics (Age, Sex, Race, H.S. Diploma, etc.) Credit and Non-Credit Full and Part-Time
		Number & Characteristics of Non-AFDC Students for Descrambled Colleges
		Number & Characteristics of AFDC Students for Descrambled Colleges
		Estimated Credit and Non-Credit ADA:
		Total Hours of Instruction (ADA) for Each College
		Total Hours of Instruction (ADA) for AFDC Students for Each Descrambled College
	11/24/87	**ENTER SELECTED DATA INTO *GSUMFILE.DBF* (Possibly *GSUMDIST*):**
Best	11/24/87	**Modify Data Base Structures for New Fields**
		Add DESCRMBL Field to Flag Descrambled Colleges Add Other Fields (*e.g.* Estimated ADA, Proxy Flag Field)
Ball	11/24/87	**Enter Selected Data**
Ball/Best	11/25/87	**Review and Edit Data (GSUMFILE.DBF) for Accuracy:**
		Listings from GSUMFILE.DBF were created and manually compared to source data to insure that all data were accurately entered.
Best	11/25/87	**REVIEW LITERATURE:**
		Pertinent literature and studies were reviewed for data concerning the proportion of community college students who receive AFDC benefits.

Lead Staff Person	Date	Project Stage, Tasks and Methods:
	11/25/87	**DEVELOP METHODS FOR CALCULATION OF PROXY DATA:**
Best	11/24/87	**Develop and Enter ADA Ratios for Descrambled Colleges:** Above-noted ADA ratios (CADARATC and CADARATN) were entered into the GSUMFILE.DBF data file.
Chow	11/25/87	**Develop Sub-files of GSUMFILE for Exploratory Analysis:** *GSUMDSRM.DBF* (Descrambled Colleges) *GSUMNONE.DBF* (Non-Descrambled Colleges)
Best	11/25/87	**Develop and Compare Aggregate Student Profiles:** Number & Characterisitcs of All Students (All Colleges & Districts): Cross-Matched Data Data from *1985 Enrollment Report* Number & Characteristics of All Students in Descrambled Colleges Number & Characteristics of All Students in Non-Descrambled Colleges
Chow	11/25/87	**Transfer Sub-File of GSUMFILE to *SYSTAT* Statistical Software File**
Best/Chow	11/25/87	**Multiple Regression to Isolate Predictors of ADA Ratios within Descrambled Colleges:** (A) **Credit ADA Ratios** The dependent variable was CADARATC. Potential independent variables selected were: (1) GEOGTYPE (Suburan-Urban-Rural) (2) CPEEOP86 (Percent Eligible EEOPS Students) (3) CPHSDIP (Percent Students with H.S. Diploma) (4) CPNOHSDP (Percent Students with No H.S. Diploma) (5) CPSTUCNT (Percent Students Continuing from Prior Term) (6) CPBADGRE (Percent Students with Bachelors Degree) (7) CPTRNFER (Percent Students Planning to Transfer with AA Degree) (8) CPWSCH3 (Percent Studetns with Less than 3 Weekly Contact Hours) (9) CNTOTL85 (Total Enrollment) (10) CPFEML85 (Percent Female Students) (11) CPMNTY85 (Percent Minority Students) After a preliminary analysis, a working model was developed as follow: CADARATC = constant + GEOGTYPE + CPEEOP86 + CPSTUCNT + CPBADGRE + CPTRNFER + CPWSCH3 + CNTOTL85 + CPFEML85 + CPMNTY85 The ranking of the variables after deletion of outliers and leveraged observations, in decreasing order of importance, were: CPEEOP86, GEOGTYPE, CPWSCH3, CPBADGRE, CPMNTY85, CPSTUCNT, CNTOTL85, CPFEML85, and CPTRNFER The two most important independent variables, GEOGTYPE and CPEEOP86, were selected for the final regression model. The result of the regression was: CADARATC = 0.006 GEOGTYPE + 0.001 CPEEOP86 Both independent variables were significant at 0.1 level. The coefficient of determination, R^2, was 0.226.

Lead Staff Person	Date	Project Stage, Tasks and Methods:

(B) **Non-Credit ADA Ratios**

The dependent variable was CADARATC (Percent of credit ADA coming from AFDC studetns). Potential independent variables selected were:

(1) GEOGTYPE (Suburan-Urban-Rural)
(2) CPEEOP86 (Percent Eligible EEOPS Students)
(3) CPHSDIP (Percent Students with H.S. Diploma)
(4) CPNOHSDP (Percent Students with No H.S. Diploma)
(5) CPSTUCNT (Percent Students Continuing from Prior Term)
(6) CPBADGRE (Percent Students with Bachelors Degree)
(7) CPTRNFER (Percent Students Planning to Transfer with AA Degree)
(8) CPWSCH3 (Percent Studetns with Less than 3 Weekly Contact Hours)
(9) CNTOTL85 (Total Enrollment)
(10) CPFEML85 (Percent Female Students)
(11) CPMNTY85 (Percent Minority Students)

After a preliminary analysis, a working model was developed as follow:

CADARATC = constant + GEOGTYPE + CPEEOP86 + CPSTUCNT +
CPBADGRE + CPTRNFER + CPWSCH3 + CNTOTL85 +
CPFEML85 + CPMNTY85

The ranking of the variables after deletion of outliers and leveraged observations was different from the credit ADA analysis. They were listed in decreasing order of importance:

(1) CPSTUCNT
(2) GEOGTYPE
(3) CPWSCH3
(4) CPEEOP86
(5) CPMNTY85
(6) CPFEML85
(7) CNTOTL85
(8) CPBADGRE
(9) CPTRNFER

Instead of using the two most important independent variables, GEOGTYPE and CPEEOP86 were selected for the final regression model, so that it is consistent with the model for credit ADA ratios. The result of the regression was:

CADARATC = 0.008 + 0.005 GEOGTYPE - 0.0004 CPEEOP86

The independent variables were significant at 0.36 and 0.98 levels respectively. The coefficient of determination, R^2, was 0.018.

Best 11/28/87 **Select and Confirm 2 ADA Ratio Predictors for ADA Assignment Matrix:**

ADA ratio predictors were reviewed by project monitor. Two predictors were selected:

(A) **GEOGTYPE** (Geological Calssification of College):

(1) Suburban
(2) Urban
(3) Rural

(B) **CPEEOP86** (Percent of Students Eligible for EEOPS)

Lead Staff Person	**Date**	**Project Stage, Tasks and Methods:**
Best	**11/28/87**	**Prepare Technical Description of Proxy Assignment Methods:**

Proxy credit and non-credit ADA ratios were developed for non-descrambled colleges by (A) assigning descrambled and non-decrambled colleges to matrix cells; (B) calculating weighted averages of ADA ratios within cells for descrambled colleges; and (C) assigning the weighted average ADA ratio for each cell to the non-descrambled colleges as a proxy ADA ratio:

(A) ASSIGNMENT OF COLLEGES TO MATRIX CELLS

Colleges were assigned to one of nine matrix cells in accord with each college's eligible EOPS population as a percent of the total student population had its classification as a suburban, urban or rural campus. The nine matrix cells were as follows:

Cell:	Descrambled Colleges:	Non-descrambled Colleges:
Cell 11: Suburban, Under 15% EOPS	14	10
Cell 12: Urban, Under 15% EOPS	8	3
Cell 13: Rural, Under 15% EOPS	2	0
Cell 21: Suburban, 15-30% EOPS	11	8
Cell 22: Urban, 15-30% EOPS	6	0
Cell 23: Rural, 15-30% EOPS	11	3
Cell 31: Suburban, Over 30% EOPS	3	4
Cell 32: Urban, Over 30% EOPS	8	1
Cell 33: Rural, Over 30% % EOPS	8	6

(B) CALCULATION OF WEIGHTED AVERAGES:

(1) Calculate total HRSALLC and HRSALLN for all descrambled colleges (DESCRMBL = 0) in each matrix cell:

HRSCELLC = Total credit hours for all descrambled colleges in cell

HRSCELLN = Total non-credit hours for all descrambled colleges in cell

(2) Calculate percentage of credit and non-credit hours for each descrambled college in each matrix cell:

$$\text{CPTHRSC} = \frac{\text{HRSALLC}}{\text{HRSCELLC}} = \text{Percent of all credit hours in cell for specific descrambled college}$$

$$\text{CPTHRSN} = \frac{\text{HRSALLN}}{\text{HRSCELLN}} = \text{Percent of all non-credit hours in cell for descrambled college}$$

(3) Calculate weighted credit and non-credit ADA Ratios for each descrambled college in each matrix cell:

WADARATC = CADARATC*CPTHRSC=Weighted credit ADA Ratio for each descrambled college

WADARATN = CADARATN * CPTHRSN=Weighted non-credit ADA Ration for each descrambled college

(4) Calculate weighted average credit and non-credit ADA Ratios for each matrix cell:

WCELRTOC = Sum of WADARATC = Weighted average credit ADA Ratio for cell

WCELRTON = Sum of WADARATN = Weighted average non-credit ADA Ratio for cell

(C) ASSIGNMENT OF PROXY ADA RATIOS

Lead Staff Person	Date	Project Stage, Tasks and Methods:
Best		**Calculate AFDC ADA for Non-Descrambled Colleges**

Proxy figures were not developed due to time constraints.

Best	11/28/87	**Calculated Number and Percent of AFDC Students for Descrambled Colleges**

Proxy numbers and percents for AFDC students within non-descrambled colleges and districts cannot be developed because of (1) inadequate information about the number and overlap between credit and non-credit students, and (2) the absence of reliable average credit and non-credit hours for AFDC and non-AFDC students.

(A) DEVELOP PROXY DATA FOR COLLEGES:

(1) Assign Descrambled and Non-Descrambled Colleges to Matrix Cells

(2) Develop and Compare Student Profiles Among Colleges within Each Matrix Cell:

(a) Compare Aggregate Profiles of Descrambled and Non-Descrambled Colleges

(b) Compare Profiles of Specific Colleges

(3) Calculate Weighted Averages of ADA Ratios for Descrambled Colleges:

(a) Credit ADA Ratios
(b) Non-Credit ADA Ratios

(4) Assign Weighted Average ADA Ratios to Non-Descrambled Colleges

(5) Assign Proxy Credit and Non-Credit ADA for Non-Descrambled Colleges

(B) AGGREGATE WEIGHTED ADA ESTIMATE AND PROXY DATA TO DISTRICT LEVEL:

ADA ratios were calculated for each district. Procedures for these calculations varied somewhat between districts with SSN student identifiers and districts without SSN student identifiers.

In the case of districts with SSN identifiers, the number of AFDC hours or HRSAFDC$_X$ (separate calculations for credit and non-credit hours) were totaled from each college in the district. Similarly, the number of total hours or HRSALL$_X$ (separate calculations for credit and non-credit hours) were totaled from each college in the district. The sum of the AFDC hours was then divided by the sum of the total hours to produce a district DADARAT$_X$ (credit or non-credit percent of AFDC hours to total hours).

In the case of districts without SSN identifiers, a proxy HRSAFDC$_X$ was developed for each college by multiplying total HRSALL$_X$ for each college times the proxy CADARAT$_X$ for the college. Once proxy HRSAFDC$_X$ were calculated for the colleges, the above described procedures for districts with SSN identifiers were used to calculated district level ratios.

(B) AGGREGATE WEIGHTED ADA ESTIMATE AND PROXY DATA TO DISTRICT LEVEL, *CONTINUED*:

The mathematical calculations for generation of district level ADA ratios are provided below:

(1) Calculate proxy hours of credit and non credti hours for AFDC students (HRSAFDCC and HRSAFDCN, respectively) for all non-descrambled colleges by multiplying the weighted average of proxy CADARAT_X (redit or non-credit) time the known total hours from all students (weighted averages were not necessary because there were no variation of ratios):

$$\text{HRSAFDC} = \text{WCELRTOC} * \text{HRSALLC}$$

$$\text{HRSAFDN} = \text{WCELRTON} * \text{HRSALLN}$$

(2) Calculate sum of estimated and proxy hours figures for all colleges in each district:

DHRSALLC = SUM of credit hours for all students

DHRSAFDC = SUM of proxy or estimated credit hours for AFDC students

DHRSALLN = SUM of non-credit hours for all students

DHRSAFDN = SUM of proxy or estimated non-credit hours for AFDC students

(3) Calculate district credit and non-credit ADA ratios for each district:

$$\text{DADARATC} = \frac{\text{DHRSAFDC}}{\text{DHRSALLC}}$$

$$\text{DADARATN} = \frac{\text{DHRSAFDN}}{\text{DHRSALLN}}$$

(4) Adjustments for district level entities:

Seven districts had organizational entities which transcended colleges. Six of these seven provided non-credit ADA, and one provided credit ADA:

Entity:	District:	SSNs:	Credit:
L.A. ITV	Los Angeles	Yes	Yes
Marin Cont Ed	Marin	No	No
N.Orange Adult Division	North Orange	No	No
Rancho Santiago Continuing Ed	R.SantiagoNo	No	
S.D. Cont Ed	San Diego Yes	No	
S.B. Cont Ed	Santa Barbara	Yes	No
W.Valley Serv	West Valley	Yes	No

In the case of entities with SSN student identifiers, HRSAFDC_X and HRSALL_X were added to the total HRSAFDC_X and HRSALL_X for the district, and the augmented HRSAFDC_X was divided by the augmented HRSALL_X to develop an adjusted DADARAT_X. In the case of entities without SSN student identifiers, a proxy HRSAFDC_X was developed by calculating the proxy DADARAT_X.* HRSALL_X. Then the proxy HRSAFDC_X and HRSALL_X were added to the total HRSAFDC_X and HRSALL_X for the district, and the augmented HRSAFDC_X was divided by the augmented HRSALL_X to develop an adjusted district DADARAT_X.

(C) DETERMINE NUMBER AND PERCENT OF AFDC STUDENTS:

The percent of AFDC students as part of the total student population of each district was calculated for districts with SSN student identifiers by totaling the number of AFDC students from all colleges and organizational entitites within each district, and dividing this total by the sum of all student within colleges and other entities within the district.

Lead Staff Person	Date	Project Stage, Tasks and Methods:
Chow	11/30/87	**Assess Zero Non-Credit AFDC Hours for Selected Districts:**

After adjustments of CR/NC ADA ratios, there were five districts that had DHRSALLNs but no DHRSAFDN. They were:

	IDDIST:	DISTRICT:	DHRSALLN:
(1)	64493	El Camino	6624.0
(2)	72660	Ventura County	9031.0
(3)	69716	West Valley-Mission	56231.6
(4)	67926	Victor Valley	27072.0
(5)	66936	Sierra Joint	29367.0

It is reasonable for DHRSAFDN to be zero, if a campus does not have any AFDC students or does not have any non-credit course. In 1985, West Valley consisted of 3 campuses, Mission College, West Valley College, and West Valley Community Services. The colleges, except West Valley Community Services, did not offer any non-credit course. Although West Valley Community Services offered non-credit courses, there were no AFDC students in that college as indicated by the cross-match process. Thus, the DHRSAFDN was zero.

The result of no AFDC student in this college may, however, be due to incorrect descrambling of the algorithm given by the district for West Valley Community Services. Tests revealed that the given algorithm was incorrect for West Valley Community Services. After inspecting the student numbers reported by West Valley Community Services, it was concluded that the original SSNs should be used rather than use the algorith to scramble student numbers as was the case with the other two colleges.

Although the other four districts had DHRSALLN and AFDC students, but no DHRSAFDN, the amount of DHRSALLN were very small with respect to their district sizes. The non-zero DHRSALLNs probably were generated by only a few number of students. Coincidentally, none of them was an AFDC recipient. As a result, DHRSAFDNs had values of zero.

Lead Staff Person	Date	Project Stage, Tasks and Methods:
Ball	11/30/87	**Enter Proxy Data into GSUMFILE, GSUMCLG2 and GSUMDIST**
Best	12/1/87	**RANK COLLEGES AND DISTRICTS BY CREDIT AND NON-CREDIT ADA RELATED DATA:** (1) Credit and Non-Credit ADA Ratios (2) Number and Percent of AFDC Students
Chow		**PREPARE, DOCUMENT AND DELIVER DATA FILES TO COCCC:**
Best	12/1/87	**PREPARE SUMMARY REPORT AND TECHNICAL APPENDICES**

Appendix 2

DATA BASE DICTIONARY FOR GSUMFILE.DBF

Field Nmbr:	Field Name:	Field Type:	Field Description:	Source of Data:
1	IDSURVEY	N,3	Survey Identification Number	Assigned by Alphabetical Order
2	IDCAMPUS	N,6	Official College Identification Number	COCCC
3	IDDIST	N,5	Official District Identification Number	COCCC
4	IDCOUNTY	N,2	Official County Identification Number	COCCC
5	GEOGTYPE	N,1	Classifcation by Geological Type (1=Suburban, 2=Urban, 3=Rural, 9=Don't Know	COCCC
6	DESCRMBL	N,1	Existence of Descrambled SSA Numbers as Student Identification Numbers (0=Descrambled, 9=Not Descrambled)	COCCC
7	INSTIT	N,30	Name of College	COCCC
8	ADDRESS	N,50	Address of College	COCCC
9	CITY	N,25	City of College Location	COCCC
10	STATE	N,15	State of College Location	COCCC
11	ZIPCODE	N,9	Zip Code of College	COCCC
12	DISTRICT	N,25	Name of College District	COCCC
13	CPEEOP86	N,6.2	Percent of All Students who are Eligible to Participate in EOPS	COCCC
14	D1TRM85	N,4.1	Length of College Term	COCCC
15	CPHSDIP	N,6.2	Percent of All Students with H.S Diploma	CCC Student Census File
16	CPNOHSDP	N,6.2	Percent of All Students without H.S Diploma	CCC Student Census File
17	CPSTUCNT	N,6.2	Percent of All Students Continuing from Prior Term	CCC Student Census File
18	CPBADGRE	N,6.2	Percent of All Students with Bachelors Degree	CCC Student Census File
19	CPTRNFER	N,6.2	Percent of All Students Intending to Transfer with AA	CCC Student Census File
20	CPWSCH3	N,6.2	Percent of All Students with 3 or Less Hours WSCH	CCC Student Census File
21	CNFTIM85	N,7	Number of Full Time Students, Fall 1985	*Report on Enrollment, Fall 1985*
22	CNPTIM85	N,7	Number of Part Time Students, Fall 1985	*Report on Enrollment, Fall 1985*
23	CNNCRD85	N,7	Number of Non-Credit Students, Fall 1985	*Report on Enrollment, Fall 1985*
24	HRSALLC	N,13.1	Total Credit Weekly Student Contact Hours (WSCH) for All Students, Fall 1985: HRSALLC = (WSCH * D1TRM85) + TPHA1&3 + OTTLCC1&2	CCC Student Census File
25	HRSAFDCC	N,13.2	Total Credit Weekly Student Contact Hours (WSCH) for Students who are AFCD Recipients, Fall 1985: HRSAFDCC = (WSCH * D1TRM85) + TPHA1&3 + OTTLCC1&2	CCC Student Census File
26	HRSALLN	N,13.2	Total Non-Credit Weekly Student Contact Hours (WSCH) for All Students, Fall 1985: HRSALLN = TPHA2&4	CCC Student Census File

Field Nmbr:	Field Name:	Field Type:	Field Description:	Source of Data:
27	HRSAFDCN	N,13.2	Total Non-Credit Weekly Student Contact Hours (WSCH) for Students who are AFCD Recipients, Fall 1985: HRSAFDCN = TPHA2&4	CCC Student Census File
28	CNTOTL85	N,7	Total Number of Students, Fall 1985	*Report on Enrollment, Fall 1985*
29	CNAFDC85	N,7	Total Number of Students Receiving AFDC, Fall 1985	DSS-CCC Census File Match
30	CPAFDC85	N,5.1	Percent of All Students Receiving AFDC, Fall 1985	DSS-CCC Census File Match
31	CPMALE85	N,5.1	Percent of All Students who are Male, Fall 1985	DSS-CCC Census File Match
32	CPFEML85	N,5.1	Percent of All Students who are Female, Fall 1985	DSS-CCC Census File Match
33	CPAMIN85	N,5.1	Percent of All Students who are American Indian, 1985	*Report on Enrollment, Fall 1985*
34	CPASIA85	N,5.1	Percent of All Students who are Asian, 1985	*Report on Enrollment, Fall 1985*
35	CPBLCK85	N,5.1	Percent of All Students who are Black, 1985	*Report on Enrollment, Fall 1985*
36	CPWHT85	N,5.1	Percent of All Students who are White, 1985	*Report on Enrollment, Fall 1985*
37	CPHSPN85	N,5.1	Percent of All Students who are Hispanic, 1985	*Report on Enrollment, Fall 1985*
38	CPFILP85	N,5.1	Percent of All Students who are Filipino, 1985	*Report on Enrollment, Fall 1985*
39	CPOTHR85	N,5.1	Percent of All Students who are Other Race, 1985	*Report on Enrollment, Fall 1985*
40	CPMNTY85	N,5.1	Percent of All Students who are Minority, 1985	*Report on Enrollment, Fall 1985*
41	CPUN1885	N,5.1	Percent of All Students who are Under 18 Years Old, 1985	*Report on Enrollment, Fall 1985*
42	CP18YR85	N,5.1	Percent of All Students who are 18 Years Old, 1985	*Report on Enrollment, Fall 1985*
43	CP19YR85	N,5.1	Percent of All Students who are 19 Years Old, 1985	*Report on Enrollment, Fall 1985*
44	CP20TO24	N,5.1	Percent of All Students who are 20-24 Years Old, 1985	*Report on Enrollment, Fall 1985*
45	CP25TO29	N,5.1	Percent of All Students who are 25-29 Years Old, 1985	*Report on Enrollment, Fall 1985*
46	CP30TO49	N,5.1	Percent of All Students who are 30-49 Years Old, 1985	*Report on Enrollment, Fall 1985*
47	CPOVER49	N,5.1	Percent of All Students who are Over 49 Years Old, 1985	*Report on Enrollment, Fall 1985*
48	CAFDCTOT	N,7	Total Number of Students Receiving AFDC, Fall 1985	DSS-CCC Census File Match
49	CPAFDCML	N,5.1	Percent of AFDC Students who are Male	DSS-CCC Census File Match
50	CPAFDCFL	N,5.1	Percent of AFDC Students who are Female	DSS-CCC Census File Match
51	CPAFDCAM	N,5.1	Percent of AFDC Students who are American Indian, 1985	DSS-CCC Census File Match
52	CPAFDCAS	N,5.1	Percent of AFDC Students who are Asian, 1985	DSS-CCC Census File Match
53	CPAFDCBL	N,5.1	Percent of AFDC Students who are Black, 1985	DSS-CCC Census File Match
54	CPAFDCWH	N,5.1	Percent of AFDC Students who are White, 1985	DSS-CCC Census File Match
55	CPAFDCHS	N,5.1	Percent of AFDC Students who are Hispanic, 1985	DSS-CCC Census File Match
56	CPAFDCFI	N,5.1	Percent of AFDC Students who are Filipino, 1985	DSS-CCC Census File Match
57	CPAFDCOT	N,5.1	Percent of AFDC Students who are Other Races, 1985	DSS-CCC Census File Match
58	CPAFDCMN	N,5.1	Percent of AFDC Students who are Minority	DSS-CCC Census File Match
59	CPAFDC17	N,5.1	Percent of AFDC Students who are Under 17 Years	DSS-CCC Census File Match
60	CPAFDC18	N,5.1	Percent of AFDC Students who are 18 Years Old	DSS-CCC Census File Match
61	CPAFDC19	N,5.1	Percent of AFDC Students who are 19 Years Old	DSS-CCC Census File Match
62	CPAFDC24	N,5.1	Percent of AFDC Students who are 20-24 Years Old	DSS-CCC Census File Match
63	CPAFDC29	N,5.1	Percent of AFDC Students who are 25-29 Years Old	DSS-CCC Census File Match
64	CPAFDC49	N,5.1	Percent of AFDC Students who are 30-49 Years Old	DSS-CCC Census File Match
65	CPAFDC50	N,5.1	Percent of AFDC Students who are Over 49 Years Old	DSS-CCC Census File Match

Field Nmbr:	Field Name:	Field Type:	Field Description:	Source of Data:
66	CADAALLC	N,9.2	Total Credit ADA for All Students, 1985 CADAALLC = HRSALLC/525	Calculated by PMRA
67	CADAALLN	N,9.2	Total Non-Credit ADA for All Students, 1985 CADAALLN = HRSALLN/525	Calculated by PMRA
68	CADAAFDC	N,9.2	Total Credit ADA for AFDC Students, 1985 CADAAFDC = HRSAFDCC/525	Calculated by PMRA
69	CADAAFDN	N,9.2	Total Non-Credit ADA for AFDC Students, 1985 CADAAFDN = HRSAFDCN/525	Calculated by PMRA
70	CADARATC	N,5.3	Ratio of Total AFDC Credit ADA to Total Credit ADA: CADARATC = HRSAFDCC/HRSALLC	Calculated by PMRA
71	CADARATN	N,5.3	Ratio of Total Non-Credit AFDC ADA to Total Non-Credit ADA: CADARATN = HRSAFDCN/HRSALLN	Calculated by PMRA
			Fields 72-76 Not Likely to be Calculated:	
72	CADAPRXY	N,1	Flag to Designate Calculation of Proxy ADA Data for College	
73	AVEHRSCT	N,6.1	Average Credit Hours for All Students with Credit Hours	Calculated by PMRA
74	AVEHRSCG	N,6.1	Average Credit Hours for All AFDC Students with Credit Hours	Calculated by PMRA
75	AVEHRSNT	N,6.1	Average Credit Hours for All Students with Non-Credit Hours	Calculated by PMRA
76	AVEHRSNG	N,6.1	Average Credit Hours for All AFDC Students with Non-Credit Hours	Calculated by PMRA
77	CELL	N,2	Proxy ADA Ratio Assignment Cell	

Appendix C

Community College Students and GAIN

COMMUNITY COLLEGE STUDENTS AND GAIN:

Analysis of Student Files and Survey Data

Prepared For:

Chancellor's Office
Student Services and Special Program's Division
CALIFORNIA COMMUNITY COLLEGES
1107 Ninth Street, 2nd Floor
Sacramento, California 95814
(916) 323-5958

Prepared By:

Fred Best
Barry Stern
Victor Chow
Julie Hawthorne
PACIFIC MANAGEMENT AND RESEARCH ASSOCIATES
2012 H Street, Suite 200
Sacramento, California 95814
(916) 448-9038

February 1, 1988

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Foreword

This volume is the fourth and final report of a series of studies to examine the implementation of GAIN within Community Colleges.

This study provides an exploratory view of the characteristics and program participation of GAIN students in comparison to non-GAIN students. It also provides the results of a baseline survey to determine the satisfaction and needs of GAIN students within the Community Colleges.

We feel that this study is particularly important, not for definitive findings, but for the issues it raises. As we state time and time again, this is an exploratory study of limited number of early GAIN participants within four selected colleges. Thus, the characteristics and views of GAIN students may shift in coming years as more colleges and students participate. At the same time, many of the findings summarized in this report were found to be true for each of the four diverse campuses studied and compatible with existing statewide data. Additional research will be necessary to monitor and confirm the findings of this report. Until then, this report provides an empirical and reasonably representative basis for defining issues to be addressed during further implementation of GAIN.

Fred Best
President
Pacific Management and Research Associates

ACKNOWLEDGEMENTS

This study would not have been possible without assistance and cooperation from many people. PMRA expresses special note of thanks to Dale Rezabek, Research and Development Specialist, and Jan Hake, Lead Gain Specialist, Chancellor's Office of the California Community Colleges, GAIN Unit for their invaluable guidance and insight. Ron Dyste, Acting Vice Chancellor for Student Services and Special Programs Division, and Robert Howard, Acting Dean of Special Programs also provided support for this project.

Special appreciation is also expressed to Napa Valley College staff Dr. Edward Shenk, Associate Dean of Student and Enrollment Services; Jill Schrutz, Director of Extended Opportunities, Programs and Services; Laura Ecklin, JTPA/GAIN Specialist and CARE Coordinator, and Bill Arthur, Director of Data Processing, who provided valuable input into the design of the survey instruments as well as support during data collection.

Staff and student workers of the four colleges involved in the Case Study, as well as staff of the college districts, gave invaluable assistance in the data collection effort, providing student lists, pulling files, identifying use of programs and services by students, and performing other important support functions:

BUTTE COLLEGE

Lee Armstrong
Bernard Buckly
Hannie Boyles
Maria Chinn
Marty Dunlap
Bonnie Fitzgerald
Donna Marie Ferro
Roger Grant
Kim Scott Gray
Linda Galloway
Jan Jackson
Matthews Jackson
August Lincoln
Beverly McManus
Merlyn Newlin
C. Jean Purcell
Vixai Phongsavanh
Mike Rasmussen
Don Rogers
Wendell Lee Reeder
Lori Scott
Khammai Sythanh
Thanh Tran
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Linda Wong
Carol Weiss

DE ANZA COLLEGE

Margaret Abbott
Maria Banato
Scotty Beham
Sue Barrera
Kathleen Burson
Carol Clawson
Nancy Crosby
Jonathan Carr
Gary Cummings
Helen Crock
Dr. A. Robert DeHart
Ba Do
Leah Draper
Kim Chief Elk
Christina Espinoza
Jorge Guevara
Karen Halliday
Tse-Nan Hong
Nicholas Huynh
June Kawasaki
Wanda Lawrence
Fay Lee
Jeanne Loughead
Bill McDonald
Carol Miller
Jacquelyn Martinez
Marky Olsen
Dr. Don Perata
Kim Peterson
Dr. Barbara Reid
George Robles
Paula Radke
Griselda Sigala Aguilar
Steve Sellitti
Janny Thai
Eric Terrell
Joanne Walton
Dianne West

FRESNO CITY COLLEGE

Maggie Alvarado
Mary Arechiga
Doug Chester
Robert Coleman
Beverly Davis
Donna Deweerd
Robin Ediger
Janice Emerzian
Robert Fox
Venancio Gaona
Dr. Ward Lasher
Shirley Lea
Shoua Lee
Virginia Lee
Tina Masterson
Kevin McCully
Dr. Jim Meinert
Marilym Mikow
Linda Morgan
Claudine Nunez
Hazel Slevkowff
Gary Smith
Vivian Stadley
Gerald Stokle
Lea Susilo
Leo Takeuchi
Ray Tjahjadi
Richard Tracy
Mary Zubek

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JoAnn Busenbark
Jan Dameron
Gladys Dallas
Sandy Fagan
Joel Gordon
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Beth Ann Luxford
Kris Landaeta
Carol Peterson
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Shirley Samuels
Lynne Vaughan

In addition to the names listed above, there were unsung staff, student assistants, and students who, though not identified by name, are nonetheless appreciated. Without their help, we would not have learned what we did from this study.

Student impacts are a central issue in planning the implementation of GAIN within the community colleges.

This report summarizes exploratory research to assess the experiences and satisfaction of GAIN students receiving training and support services from community colleges. Four focal questions are addressed:

1. **What are the Characteristics of GAIN Students, and How Do They Differ from Non-GAIN Students?**
2. **What Types of Training and Services do GAIN Students Receive, and How Do These Services Compare to Those Received by Non-GAIN Students?**
3. **Are GAIN Students Satisfied with the Training and Services They Receive?**
4. **Which College Programs and Services are Viewed as Most Helpful and Needed by GAIN Students?**

This study provides an early glimpse of the characteristics and experiences of GAIN students within four community colleges. Readers should be aware that the data summarized in this study comes from small samples and a limited number of campuses, and that these campuses have not yet developed management information systems that fully track GAIN students. Further, these data come from a group of early GAIN participants, and the characteristics and needs of future GAIN participants might shift as the program grows and changes.

Description of Data

Two methods were used to obtain information about the comparative characteristics and use of college services by GAIN and non-GAIN students. First, the student records and files of 658 GAIN and non-GAIN students were examined to compare the kinds and amounts of instruction and support services used by the two groups. Second, a telephone survey of a sample of GAIN participants selected randomly from the above file search collected exploratory data about student experiences and satisfaction with GAIN and community college services.

STUDENT FILE SEARCH

The File Search involved developing an instrument with which to collect student information, sampling GAIN and non-GAIN students, and collecting and analyzing the data (**See Companion Volume, "Appendices for GAIN Case Studies," Appendix A**).

Data Collection Formats

Under guidance from the Chancellor's Office (COCCC) and with the assistance of staff from Napa Valley College, PMRA developed a seven-page data collection form. This form provided for collection of data from financial aid, Extended Opportunities, Programs and Services (EOPS), child care, tutorial, and Disabled Students Programs and Services (DSPS), and counseling.

Sampling Procedures

Four colleges were selected from the 17 districts which had implemented GAIN programs. These campuses were selected for the extensiveness of GAIN program development and diversity. They included Butte College, DeAnza College, Fresno City College and Napa Valley College. The records of a total of 271 GAIN students and 387 non-GAIN students were obtained in these four community colleges.

In each college a sample of approximately 100 non-GAIN students were chosen randomly from the total population of students who were earning college credit and were not identified as being on GAIN. The colleges drew their samples from an unduplicated list of students who were in attendance during the Spring semester or quarter of the 1986-87 academic year.

The four colleges selected all of their GAIN students for the sample if their total was less than 100, and randomly select approximately 100 students if their total was greater than 100.[1] These procedures resulted in lists of GAIN students totaling 108 for Butte College, 31 for DeAnza College, 63 for Fresno City College, and 68 from Napa Valley College.

Data Collection Procedures

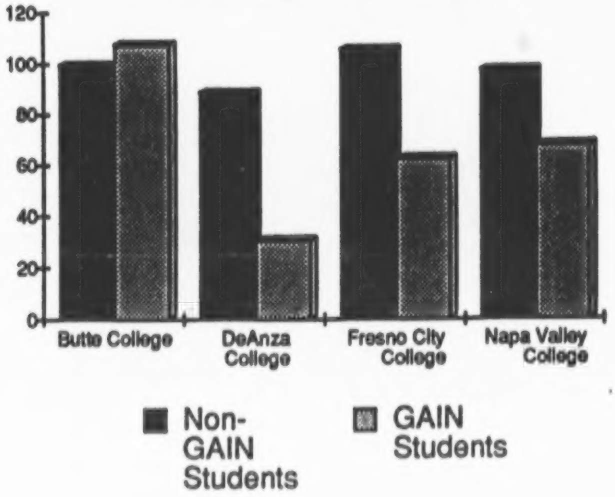
Data were collected from the colleges in the form of an electronic data base suitable for computer analysis, printed reports from college management information systems, or manual review of individual student files. Napa Valley was the only college able to provide electronic data files. PMRA staff visited the other campuses for 2-3 days each to collect the remaining data. The files at these campuses were pulled and the pertinent data were hand-entered onto data collection forms.

---

[1] Sampling rules were as follows: (1) sample all GAIN students at college if total was less than 101, (2) sample by skipping every 5th name if number of GAIN students totaled between 101 and 125, (3) sample by skipping every 3rd name if number of GAIN students totaled between 126 and 150, (4) sample by selecting every other name if number of GAIN students totaled between 151 and 250, (5) sample by selecting every 3rd name if number of GAIN students totaled between 251 and 350, and (6) sample by selecting every 4th name if number of GAIN students totaled between 351 and 450.

Exhibit 1

NUMBER OF FILE REVIEWS CONDUCTED ON GAIN AND NON-GAIN STUDENTS BY COLLEGE



GAIN STUDENT PHONE SURVEY

The phone survey involved developing a questionnaire, selecting a sample, conducting the interviews, coding the responses, entering the coded data into data management software, and analyzing the responses (See **Companion Volume, "Appendices for GAIN Case Studies," Appendix A**).

Questionnaire Development

With assistance from the Chancellor's Office, PMRA developed a 36-item phone questionnaire to determine GAIN participants' perceptions of the strengths and weaknesses of community college programs and services available to them. The interview was scripted to last approximately 10 minutes. The interview instrument was pre-tested and minor changes were made.

Both closed- and open-ended items were included in the questionnaire. The closed-ended questions asked respondents to strongly or moderately agree or disagree with statements on their satisfaction with various facets of the community college GAIN program in working toward their employment goals. Open-ended items allowed GAIN participants to describe their experiences and indicate why a particular program or service was or was not helpful. Respondents were also asked to indicate which programs were the most helpful in working toward their employment goal, which ones most needed to be improved, and which were needed but not provided. Finally, the interview provided an opportunity for respondents to make general comments about GAIN and the community colleges.

Sampling Procedures

A sub-sample of 193 was randomly selected from the 271 GAIN students identified in the above noted file search. The sampling process entailed selection of all GAIN students if the number in the file search was under 50 for a college, and randomly selecting a sample from each college with more than 50 GAIN students in the file search data. In all but DeAnza College, rounding off of sample selection intervals resulted in 54 GAIN students from each campus (See **Exhibits 1 and 2**).

Interviewing and Data Collection Procedures

PMRA staff conducted the phone interviews from the PMRA offices during the week of December 17 to 23, 1987. The interviewer briefly explained the purpose of the survey and how the respondent was selected. When respondents seemed reluctant or said they were in a hurry, the interviewers were instructed to ask only a subset of the eight most important questions.

Contact was made with 108 of the 193 GAIN participants selected for the Phone Survey sample (See **Exhibit 2**). Almost all of the respondents tried to answer all of the questions. Five respondents answered the subset of eight priority questions. Two GAIN contacted participants refused to respond to the survey. The remaining non-respondents simply could not be reached by telephone.[2]

Data Quality

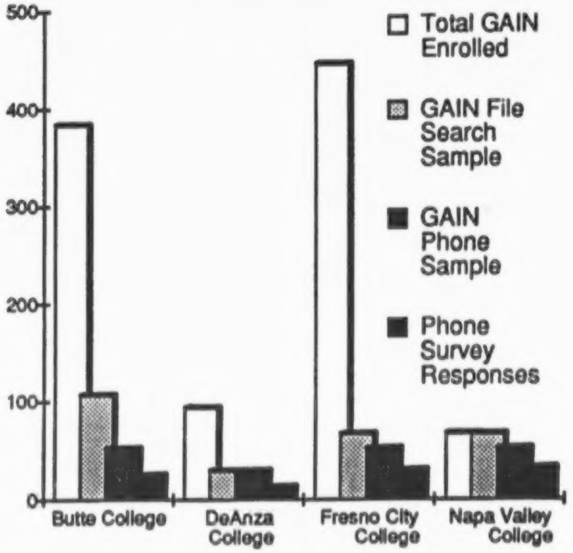
The 56 percent response rate and the fact that none of the four campuses were overrepresented in the group of non-respondents suggests that the results are representative of GAIN students attending the four colleges. This is supported by the high correspondence between the characteristics of the GAIN file search and phone survey samples (See **Exhibit 3**).

---

[2] They were either not home or their phone had been disconnected for some reason. When the phone number on the File Search list was no longer valid, the interviewers attempted to obtain the new number through Directory Assistance. In perhaps 10 or 15 cases, this proved successful.

Exhibit 2

SIZE OF GAIN STUDENT SAMPLE AND COMPLETED INTERVIEWS BY COLLEGE



With exceptions for varying levels of missing data for specific categories of information, review of data indicate that it is generally representative of the GAIN and non-GAIN students within the four case study campuses. The generalizability of these findings to the entire state, of course, depends on how representative the four colleges are of the entire community college system, and how similar the non-respondents of the phone survey were to the respondents.

Characteristics of GAIN and Non-GAIN Students

Data from the student file review provides an exploratory glimpse of how GAIN and non-GAIN students are likely to be different and similar. Data from the four case study campuses shows notable differences in demographic characteristics, and some surprising similarities concerning educational background.

DEMOGRAPHIC CHARACTERISTICS

Comparison of demographic characteristics indicates significant differences between GAIN and non-GAIN students within the four studied colleges. Most notably, GAIN students tended to be older; primarily female; and more likely to be minority, unmarried and parents.

Exhibit 3

CHARACTERISTICS OF GAIN STUDENTS IN FILE SEARCH AND PHONE SURVEY

Characteristic:	File Search:		Phone Survey:	
	N:	%:	N:	%:
Age:				
Under 21 Years	3	1.1	3	1.6
21-24 Years	29	10.7	22	11.4
25-29 Years	73	26.9	56	29.0
30-39 Years	126	46.5	85	44.0
Over 39 Years	40	14.8	27	14.0
Sex:				
Male	59	21.8	41	21.2
Female	211	77.9	152	78.8
Unknown	1	.3	0	0.0
Race:				
American Indian	8	3.0	6	3.1
Asian	25	9.2	20	10.4
Black	17	6.3	15	7.8
White	168	62.0	111	57.5
Hispanic	31	11.4	24	12.4
Filipino	4	1.5	4	1.6
Other	18	6.6	13	7.2
Marital Status:				
Not Married	125	46.1	90	46.6
Married	62	22.9	41	21.2
Divorced/Widowed	23	8.5	18	9.3
Unknown	61	22.5	44	22.9
Number of Children:				
None	3	1.1	1	.5
1 Child	64	23.6	47	24.4
2 Children	65	24.0	47	24.4
Over 2 Children	50	18.5	36	18.7
Unknown	89	32.8	62	32.0
Age of Youngest Child:				
Under 3 Years	35	12.9	30	15.5
3-5 Years	31	11.4	23	11.9
6-9 Years	76	28.0	57	29.5
10-15 Years	22	8.1	16	8.3
Over 15 Years	6	2.2	4	2.1
Unknown	101	37.4	63	32.7

SOURCE: Review of 658 student files and phone interviews collected from a random sample of 193 GAIN participants selected from Butte College, DeAnza College, Fresno City College and Napa Valley College.

The approximate average age for GAIN students was 33 years compared to 30 years for non-GAIN students. This difference was due to larger proportions of mid-aged students among GAIN participants. In contrast, there were greater proportions of younger students under age 24 and older students over age 49 among the non-GAIN students (See **Exhibit 4**).

A much larger proportion of GAIN students are female than is the case with non-GAIN students. Specifically, the percentage of females was 77.9 percent for GAIN students and 52.2 percent for non-GAIN students **(See Exhibit 4)**.

GAIN students were also more likely to be minority. For the students with known racial-ethnic classifications, 33.6 percent of the GAIN students were minority as compared to 20.9 percent for the non-GAIN population **(See Exhibit 4).**

GAIN students tended to be unmarried parents of young children. Among students with known marital status, some 70.5 percent of GAIN students were not married in contrast to 65.6 percent for the non-GAIN group. Readers, however, should note that marital status was unknown for 60 percent of the non-GAIN students. While data concerning the number and age of children for non-GAIN students were virtually non-existent, data on these variables were available for two-thirds of the 271 GAIN students in the file search. These data indicate that practically all of the GAIN students (98.4 percent) had children; and the great majority (83.5 percent) had children under age 10 **(See Exhibit 4).** Phone survey data, which had a very high response rate on this variable, showed that two-thirds of the GAIN participants had children over two years old.

Data from another study which cross-referenced 1985-86 AFDC recipient data with community college students supports many of the above patterns, and suggests that these patterns can be generalized to other campuses.[3]

EDUCATIONAL BACKGROUND

The file search data show both similarities and differences in the educational background of GAIN and non-GAIN students.

Acknowledging the limitations of data which show that educational attainment was unknown for over half of the students in this study, the available data suggest approximate equivalence in the educational attainment of GAIN and non-GAIN students **(See Exhibit 5 and 6).**

Exhibit 4

CHARACTERISTICS OF GAIN AND NON-GAIN STUDENTS

Characteristic:	**GAIN:**		**Non-GAIN:**	
	N:	**%:**	**N:**	**%:**
Age:				
Under 18 Years	0	0.0	11	2.8
18-20 Years	3	1.1	71	18.4
21-24 Years	29	10.7	69	17.8
25-29 Years	73	26.9	71	18.4
30-39 Years	126	46.5	87	22.5
40-49 Years	37	13.7	51	13.2
Over 49 Years	3	1.1	22	5.7
Unknown	0	0.0	5	1.2
Disabled:				
Not Disabled	1	4	0	0.0
Disabled	7	2.6	0	0.0
Unknown	263	97.0	387	100.0
Sex:				
Male	59	21.8	181	46.8
Female	211	77.9	202	52.2
Unknown	1	.3	4	1.0
Race:				
American Indian	8	3.0	2	.5
Asian	25	9.2	26	6.7
Black	17	6.3	16	4.1
White	168	62.0	257	66.4
Hispanic	31	11.4	20	5.2
Filipino	4	1.5	4	1.0
Unknown	18	6.6	62	16.1
Marital Status:				
Not Married	125	46.1	101	26.1
Married	62	22.9	44	11.4
Divorced/Widowed	23	8.5	9	2.3
Unknown	61	22.5	233	60.2
Number of Children:				
None	3	1.1	0	0.0
1 Child	64	23.6	3	.8
2 Children	65	24.0	1	.3
Over 2 Children	50	18.5	3	.8
Unknown	89	32.8	380	98.1
Age of Youngest Child:				
Under 3 Years	35	12.9	0	0.0
3-5 Years	31	11.4	2	.5
6-9 Years	76	28.0	2	.5
10-15 Years	22	8.1	1	.3
Over 15 Years	6	2.2	0	0.0
Unknown	101	37.4	382	98.7

SOURCE: Review of 658 student files from Butte College, DeAnza College, Fresno City College and Napa Valley College.

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[3] Fred Best and Victor Chow, ***Community College Maintenance of Effort Data for GAIN Implementation: Results of a Cross Analysis of DSS and CCC Data Files***, Pacific Management and Research Associates, Sacramento, December 2, 1987, Exhibit 3, page 6.

Exhibit 5

EDUCATIONAL BACKGROUND OF GAIN AND NON-GAIN STUDENTS

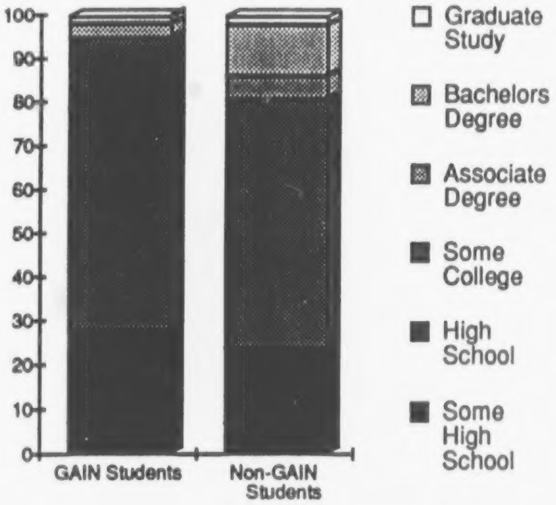
Characteristic:	**GAIN:**		**Non-GAIN:**	
	N:	**%:**	**N:**	**%:**
Completed H.S. Degree:				
H.S. Degree	161	59.4	231	59.7
GED	31	11.4	7	1.8
Other Equivalency	16	5.9	13	3.4
No H.S. Degree	32	11.8	23	5.9
Unknown	31	11.5	113	29.2
Educational Attainment:				
Some High School	9	3.3	11	2.8
H.S. Diploma	25	9.2	26	6.7
Some College	80	29.5	87	22.5
Associate Degree	4	1.5	8	2.1
Bachelor's Degree	2	.7	18	4.7
Graduate Study	0	0.0	3	.8
Unknown	151	55.7	234	60.47
Enrollment Status:				
Enrolled First Time	21	7.8	64	16.5
First Time Transfer	12	4.4	71	18.4
Returning Transfer	3	1.1	2	.5
Returning Non-Transfer	32	11.8	45	11.6
Continuing	171	63.1	116	30.0
Unknown	32	11.8	89	23.0
Units Currently Enrolled:				
Under 3 Units	17	6.3	133	34.4
3-6 Units	35	12.9	40	10.3
7-9 Units	29	10.7	26	6.7
10-12 Units	55	20.3	29	7.5
Over 12 Units	85	31.4	32	8.3
Unknown	50	18.4	127	32.8
Units Completed:				
Under 6 Units	32	11.8	166	42.9
7-12 Units	56	20.7	47	12.1
13-20 Units	52	19.2	35	9.0
20-45 Units	52	19.2	45	11.6
Over 45 Units	40	14.8	37	9.6
Unknown	39	14.3	57	14.8
Grade Point Average (GPA):				
Under 1.0	9	3.3	21	5.4
1.01-1.5	12	4.4	15	3.9
1.51-2.0	21	7.8	27	7.0
2.01-2.5	47	17.3	42	10.9
2.51-3.0	79	29.2	78	20.2
3.01-3.5	64	23.6	44	11.4
Over 3.5	20	7.4	91	23.5
Unknown	19	7.0	69	17.7

SOURCE: Review of 658 student files from Butte College, DeAnza College, Fresno City College and Napa Valley College.

Exhibit 6

EDUCATIONAL ATTAINMENT OF GAIN AND NON-GAIN STUDENTS

Percent Distribution of Attainment



In terms of continuity of effort within the community colleges, the GAIN students appear to be more stable students. Some 63.1 percent of the GAIN students were continuing students who had been enrolled the prior term. In contrast, only 30.0 percent of the non-GAIN students were classified as continuing **(See Exhibit 5)**.

Data on the number of units of current enrollment and completed also suggests longer involvement in the community colleges among GAIN students. Of the students for whom there were data on units enrolled, some 23.5 percent of GAIN students were enrolled for 6 or less units compared to 66.5 percent among the non-GAIN students. Conversely, some 63.3 percent of the GAIN students were enrolled for 10 or more units compared to 23.5 percent for the non-GAIN students. In terms of long-term completion of educational units, 39.7 percent of the GAIN students had completed 20 or more units. In contrast, only 24.8 percent of the non-GAIN group had completed over 20 units **(See Exhibit 5)**.

Longevity of attendance and units taken and enrolled, however, do not necessarily indicate commitment to education. Large portions of community college enrollment entails short-term enrichment and vocational instruction taken by persons who have received the bulk of their education elsewhere. Thus, the extent of educational effort among non-GAIN students may be under-stated by community college data.

A final indicator of education background comes from grade point averages (GPA). For students with data, the average GPA among GAIN students was 2.4 in comparison to 2.3 for non-GAIN students **(See Exhibit 5)**.

In summary, available data suggests that the GAIN students examined within the four case study colleges had educational backgrounds that were roughly equivalent to that of non-GAIN students. However, GAIN students had greater longevity of educational effort within the community colleges, and their grade point averages were slightly higher. These data indicate that the educational backgrounds of most GAIN students are equal to or marginally better than those of non-GAIN students.

ECONOMIC AND INCOME MAINTENANCE BACKGROUND OF GAIN STUDENTS

The file review and phone survey gathered some types of information for GAIN students only: employment and income history, extent of involvement with AFDC, decision to participate in GAIN, and the community college enrollment process.

Available data, which has the weakness of many entries in the "unknown" category, suggests that GAIN students are the primary source of income for their households and that they have had little employment experience. The vast majority of GAIN students were the primary source of income for their families. However, data on "primary earner" status was available for only half of the studied GAIN students. Highly limited data also suggests very little work experience among GAIN students. However, the absence of work history information for over 70 percent of the GAIN student sample make this information highly unreliable **(See Exhibit 7)**.

Available data also suggests that the GAIN students have been on AFDC for extended periods. For file search students with data of this sort, some 87 percent were AFDC clients in 1985-86. The phone survey, which had better data on this item, indicated that two-thirds of the GAIN students had been on AFDC for over two years **(See Exhibit 7)**.

Exhibit 7
CHARACTERISTICS OF GAIN STUDENTS

Characteristic:	File Review:		Phone Survey:	
	N:	%	N:	%:
Primary Earner for Household:				
Primary Earner	133	49.1	NA	NA
Not Primary Earner	4	1.5	NA	NA
Unknown	134	49.4	NA	NA
Current Employment Status:				
Employed Full-Time	7	2.6	NA	NA
Employed Part-Time	17	6.3	NA	NA
Not Employed, Looking	5	1.9	NA	NA
No Job, Not Looking	55	20.3	NA	NA
Unknown	187	68.9	NA	NA
Employed in Prior 24 Months:				
No Prior Employment	21	7.8	NA	NA
Under 1 Mo Employment	0	0.0	NA	NA
Over 1 Mo Employment	6	2.2	NA	NA
Unknown	244	90.0	NA	NA
Length of Time on AFDC:				
Under 1 Year	16	6.0	10	9.2
1-2 Years	9	3.3	25	23.1
Over 2 Years	35	12.9	72	66.7
Unknown	211	77.8	1	0.9
Use of AFDC in 1985-86:				
Yes	67	49.1	NA	NA
No	10	1.5	NA	NA
Unknown	194	49.4	NA	NA
Participation Decision:				
Mandatory	136	50.4	54	50.0
Voluntary	48	17.8	48	44.4
Unknown	86	31.8	6	5.6
Referral to College:				
Referred By CWD	14	5.2	NA	NA
Self Referred	148	54.6	NA	NA
Unknown	109	40.2	NA	NA
Enrollment Prior to GAIN:				
Yes, Self-Init.	NA	NA	91	84.3
No, GAIN Referred	NA	NA	17	15.7

SOURCE: Review of 271 GAIN Participant student files from Butte College, DeAnza College, Fresno City College and Napa Valley College; and phone survey of respondents from a random sample of 193 GAIN participants enrolled at Butte College, DeAnza College, Fresno City College and Napa Valley College.

File search and phone survey data differ somewhat on whether GAIN students become involved in the GAIN program by requirement or by voluntary choice. For students with data on this issue, the file search revealed that 74 percent were mandatory participants. In contrast, those responding to this issue in the phone survey reported that a lower 50 percent were mandatory participants. While the reliability of the file search data is jeopardized by high levels of missing data and the phone survey data may be questionable due to the possibility of misunderstanding on the part of respondents, it seems safe to conclude that most GAIN students were required to participate. However, these data also indicate that a significant proportion, somewhere between 26 and 44 percent, were voluntary GAIN participants **(See Exhibit 7)**.

Finally, file search and phone survey data indicate that GAIN students referred themselves to the community college GAIN program and that most were enrolled in the community college prior to participation in GAIN. Specifically, file search data indicates 91.4 percent were "self-referred," and phone survey responses indicate that 84.3 percent were enrolled in a community college prior to involvement with GAIN **(See Exhibit 7)**. This latter finding is supported by previously noted data showing that GAIN students were continuing rather than new students **(See Exhibit 5)**.

Instruction and Services Received by GAIN and Non-GAIN Students

Data from the file search and phone survey indicates that GAIN students have received more extensive instruction and support services than non-GAIN students. This section reviews the goals and fields of study among GAIN participants and then compares the support services received by GAIN and non-GAIN students.

OCCUPATIONAL PLANS AND FIELDS OF STUDY

The GAIN students reviewed by this study used community college programs to prepare for employment in a variety of occupations.

The phone survey asked students to specify their GAIN-required occupational plan. Of the GAIN students responding to this question, some 19.6 percent were preparing for clerical employment, 20.6 percent were preparing for medical and health jobs, 17.8 percent were preparing for employment in the trades, 13.1 percent were preparing for technical jobs, and 16.8 percent were preparing for jobs in education or social service fields. The remaining 12.1 percent of responding students had undefined plans or other goals **(See Exhibit 8)**.

Data from a sub-group of 193 students reviewed during the file search shows that the official TOP coded majors of these students roughly parallels the above occupational goals. Specifically, 34.3 percent of the students with college recorded majors were in general programs (*e.g.* liberal arts, business management, anthropology, etc.); 18.6 percent were in medical and health majors; 12.7 percent were in clerical majors; 9.8 percent were in training for trades; 7.8 percent were in education and social service related majors; and 4.9 percent were in technical majors. Some 11.9 percent were undecided **(See Exhibit 9)**.

Exhibit 8
GAIN OCCUPATIONAL PLAN

Occupational Goal:	Percent:	Number:
Clerical:		
Typist	.5	1
Bookkeeper	3.6	7
General Office Worker	1.6	3
Legal Technician	1.6	3
Payroll Clerk	.5	1
Records Clerk	.5	1
Secretary	2.6	5
Medical and Health:		
Lab Technician	.5	1
Licensed Practical Nurse	4.7	9
Physician's Assistant	1.6	3
Registered Nurse	2.1	4
Respiratory Therapist	1.6	3
Therapist	1.0	2
Trades:		
Auto Mechanic	1.0	2
Auto Body Worker	1.6	3
Cabinet Maker	.5	1
Construction Inspector	1.0	2
Electrician	1.0	2
Firefighter	.5	1
Forestry Worker	.5	1
Janitor	.5	1
Machinist	1.0	2
Police or Detective	1.0	2
Protective Service Worker	.5	1
Seamstress and Sewing Worker	.5	1
Technical:		
Computer Science Work	2.6	5
Electronics Technician	2.1	4
Engineering, NEC	.5	1
Industrial Engineering Technician	.5	1
Computer Programmer	1.0	2
Science Technician	.5	1
Education and Social Service:		
Elementary Teacher	2.1	4
Kindergarten Teacher	.5	1
Secondary Teacher	1.0	2
Special Education Teacher	.5	1
Social Worker	3.6	7
Child Care Worker	1.6	3
Other:		
Administrator or Manager	2.6	5
Radio and T.V. Announcer	.5	1
No Interview	3.8	7
No Response	44.6	86

SOURCE: **Phone survey of respondents from a random sample of 193 GAIN participants enrolled at Butte College, DeAnza College, Fresno City College and Napa Valley College.**

Exhibit 9

FIELD OF STUDY FOR GAIN STUDENTS

Field of Study:	Percent:	Number:
0145 Agriculture	.5	1
0501 Business & Commerce	.5	1
0502 Accounting	2.1	4
0506 Business Management	5.2	10
0514 Secretarial Studies	3.6	7
0701 Computers & Information	2.1	4
0945 Mechanical Technology	1.0	2
0948 Automotive Technology	1.6	3
0953 Drafting Technology	.5	1
0956 Industrial Technology	1.6	3
1203 Nursing	7.8	15
1207 Medical Specialties	.5	1
1239 Psychiatric Technology	1.6	3
1499 Law-Other	1.0	2
1901 Physical Science	.5	1
2001 Psychology	2.1	4
2104 Social Work & Services	.5	1
2105 Administration of Justice	2.1	4
2107 Human Services	1.6	3
2201 Social Sciences	.5	1
2202 Anthropology	1.6	3
4901 Liberal Arts & Science	8.3	16
Undecided	6.2	12
No Data Collected	47.1	91

NOTE: GAIN Student Majors were classified by TOP Codes.

SOURCE: Sub-group of 193 students out of a total of 271 GAIN students reviewed during the file search. This sub-group is identical to the random sample of 193 GAIN participants enrolled at Butte College, DeAnza College, Fresno City College and Napa Valley College.

USE OF SERVICE AND CATEGORICAL PROGRAMS

File search data indicate that GAIN students received significantly more support services than non-GAIN students. During the four campus file search, college and PMRA staff directly reviewed student files from the Registrar's Office and the offices of seven key categorical programs and services. These programs and services included the GAIN office, financial aid, DSPS, counseling, child care, EOPS, and tutorial services. During this review process it was ascertained whether pre-identified GAIN and non-GAIN students had files in each respective office (*e.g.*, whether they had used the program or service) and, to the extent possible, the degree to which office services were utilized. The results of this review provide an indication of the nature and intensity of support services provided to GAIN and non-GAIN students.

To no one's surprise, the file search found that GAIN students use the college GAIN office and non-GAIN students do not. In most cases, it was impossible to determine the extensiveness of GAIN office utilization. However, in the few cases where these data were available, most GAIN students appeared to have visited this office more than 20 times (**See Exhibit 10**).

File search data indicates that GAIN students were far more likely to receive financial aid than non-GAIN students. These records show that 62.7 percent of the GAIN students received some type of financial assistance compared to a dramatically smaller 4.4 percent among non-GAIN students (**See Exhibit 10**). Conditions at the four case study colleges might have produced non-GAIN utilization figures that were lower than might commonly occur. However, statewide data indicates that 9.4 percent of all students received financial aid during 1985-86 .[4] Thus, it is likely that the dramatic differences in service noted above may be relatively accurate.

GAIN students also appear to receive greater levels of service for disabilities. The file search data show that 7.0 percent of the GAIN students received services from campus DSPS Offices compared to 2.8 percent for the non-GAIN student body (**See Exhibit 10**). These figures may under-state non-GAIN use of DSPS offices as statewide data show that 4.14 percent of all students used these services during 1985-86.[5]

While comparative file search data for counseling services proved to be all but impossible to collect (**See Exhibit 10**), phone survey responses indicate that counseling offices are used by over 50 percent of the GAIN students (**See Exhibit 11**).

College child care services, a critical component of GAIN, are used much more by GAIN students, but not as much as might be expected from a student population composed of single parents (**See Exhibit 3**). File search data indicate that 7.0 percent of the GAIN students had received child care services compared to none of the non-GAIN student population. In contrast, the phone survey found that 25.0 percent of the interviewed GAIN students had used child care (**See Exhibit 11**). This difference might be explained by faulty campus records, respondent confusion during phone surveys, or provision of child care through non-college sources. Informal comments made by several respondents during the phone survey suggest this latter hypothesis is the most plausible - - that a large proportion (if not most) of GAIN participants arrange for childcare outside of the college's GAIN program. In any

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[4] ***1985-86 Financial Aid Staffing and Workload Survey***, Chancellor's Office, California Community Colleges, Sacramento, 1986.

[5] ***Expanding Educational Opportunities for Students with Disabilities***, Report to the Governor and Legislative, Intersegmental Planning Committee on Assembly Concurrent Resolution 3, December 1986.

Exhibit 10

COMPARISON OF PROGRAM AND SERVICE USE AMONG GAIN AND NON-GAIN STUDENTS

Characteristic:	**GAIN:**		**Non-GAIN:**	
	N:	**%:**	**N:**	**%:**
Visits to GAIN Office:				
No Visits	59	21.8	383	99.0
1-8 Visits	1	.4	4	1.0
8-30 Visits	7	2.6	0	0.0
Over 30 Visits	11	4.1	0	0.0
Unknown Number of Visits	192	70.7	0	0.0
No Response	1	.4	0	0.0
Financial Assistance:				
No Assistance	100	36.9	370	95.6
$1-1,000 Award	63	23.2	9	2.3
$1,001-2,000 Award	53	19.6	5	1.3
Award Over $2,000	40	14.8	3	.8
Unknown Level of Assistance	14	5.1	0	0.0
No Response	1	.4	0	0.0
DSPS Assistance:				
No Services	246	90.8	376	97.2
Services Received	19	7.0	11	2.8
Unknown	6	2.2	0	0.0
Counseling:				
No Services	2	.7	0	0.0
Services Received	0	0.0	0	0.0
Unknown	269	99.3	387	100.0
Child Care:				
No Services	247	91.1	387	100.0
Services Received	19	7.0	0	0.0
Unknown	5	1.9	0	0.0
EOPS Program:				
No Visits	161	59.4	383	98.9
1-4 Visits	43	15.9	1	.3
5-10 Visits	47	17.3	0	0.0
Over 10 Visits	10	3.7	0	0.0
Unknown Number of Visits	9	3.4	3	.8
No Response	1	.3	0	0.0
Tutorial Program:				
No Services	192	70.8	368	95.1
3-4 Visits	26	9.6	11	2.8
5-15 Visits	19	7.0	3	.8
Over 15 Visits	11	4.1	2	.5
Unknown Number of Visits	22	8.1	3	.8
No Response	1	.4	0	0.0

NOTE: Data represent composite tallies of data dealing with reported service from specified programs and reported level of service from programs. Unknown level of services indicates that the responding college reported use of program or service but did not specify level of use.

SOURCE: Review of 658 student files from Butte College, DeAnza College, Fresno City College and Napa Valley College.

case, available data indicate that GAIN students receive far more child care than non-GAIN students.

Data from the four campus case study also indicate that Equal Opportunities Programs and Services are also used much more extensively by GAIN students. Some 40.3 percent of the GAIN students used the EOPS Offices as compared to 1.1 percent of the non-GAIN students. Further, these data indicate that GAIN students used those services more extensively, with 21 percent visiting the office more than four times during the prior term (See **Exhibit 10**). These figures may under-state non-GAIN use of EOPS Offices. Estimates from the Chancellor's Office indicate that between 3 and 5 percent of all community college students use these programs. Thus, while non-GAIN students may use EOPS more than the file search data indicate, it is likely that differences in utilization are weighted heavily toward GAIN participants.

Tutorial services are also used more extensively by GAIN students. File search data show that 28.8 percent of GAIN students use tutorial programs in contrast to 4.9 percent for non-GAIN students (**See Exhibit 10**). Some 11.1 percent of these GAIN users received tutorial assistance over four times during the prior term. Phone Survey data suggests even more extensive use of tutorial services among GAIN students. Specifically, some 39.8 percent reported use of tutoring services (**See Exhibit 11**). This (11 percent) discrepancy again might have been caused by incomplete recordkeeping or by students confusing informal assistance from instructors with tutoring provided by tutors, or, to some degree, by statistical sampling error.

Although there are no comparison data for non-GAIN students, phone survey data also provides an indication of instruction and other services received by GAIN students. Some 67.6 percent report participation in job-skill training; 50.9 percent report enrollment in basic-education courses; 34.3 percent report use of assessment to develop an employment plan; 33.3 percent report receipt of some type of transportation assistance; and 20.4 percent report use of career placement and job search assistance (**See Exhibit 11**). It is particularly noteworthy that job-related training was the most prevalent form of instruction or service received by GAIN students.

Exhibit 11

STUDENT REPORTED PARTICIPATION IN COLLEGE PROGRAMS AND SERVICES AMONG GAIN PARTICIPANTS

Characteristic:	Percent:	Number:
Child Care:		
Yes	25.0	27
Not Sure	0.9	1
No	71.3	77
No Response	2.8	3
Counseling:		
Yes	52.8	57
Not Sure	4.6	5
No	39.8	43
No Response	2.8	3
Tutoring:		
Yes	39.8	43
Not Sure	0.0	0
No	57.4	62
No Response	2.8	3
Transportation:		
Yes	33.3	36
Not Sure	2.8	3
No	62.0	67
No Response	1.9	2
Assessment:		
Yes	34.3	37
Not Sure	2.8	3
No	63.0	68
No Response	0.0	0
Placement:		
Yes	20.4	22
Not Sure	0.9	1
No	73.1	79
No Response	5.6	6
Job Skill Training:		
Yes	67.6	73
Not Sure	0.0	0
No	29.6	32
No Response	2.8	3
Basic Education:		
Yes	50.9	55
Not Sure	1.0	0
No	48.1	52
No Response	0.9	1

SOURCE: Phone survey of respondents from a random sample of 193 GAIN participants enrolled at Butte College, DeAnza College, Fresno City College and Napa Valley College.

Satisfaction with Programs and Services Among GAIN Students

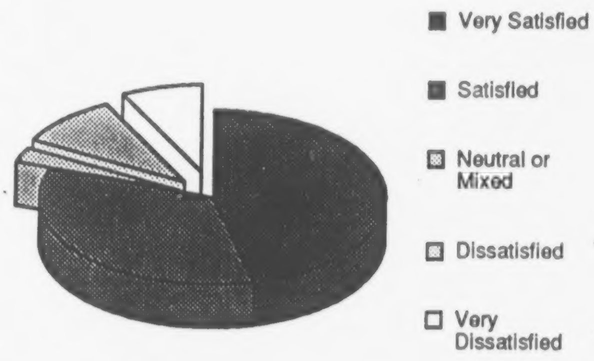
The phone survey provides data on satisfaction with GAIN programs and services and why students are satisfied or dissatisfied. This section described levels of GAIN student satisfaction with the program and how this satisfaction varies by personal characteristics and experience with components of the program.

GENERAL SATISFACTION WITH GAIN

Responses to the phone survey data indicate that student participants are overwhelmingly satisfied with GAIN. Of the 108 GAIN students completing interviews, 46.2 percent were very satisfied, 34.3 percent were satisfied, 2.8 percent had mixed or no opinions, 9.3 percent were dissatisfied, and 7.4 percent were very dissatisfied. In sum, over 80 percent expressed some level of satisfaction with GAIN as it was being implemented through the community colleges (See **Exhibit 12**).

Exhibit 12

GENERAL SATISFACTION WITH GAIN PROGRAM AMONG PARTICIPATING COMMUNITY COLLEGE STUDENTS



SOURCE: Telephone survey responses from 108 community college students participating in GAIN.

General satisfaction with the GAIN program varies very little by the demographic characteristics of participating students. Older participants tended to be a little less enthusiastic than younger participants, but over 75 percent of all age groups reported some level of satisfaction. Male participants were less likely to be "very" satisfied than female participants. The proportion of satisfied participants remained relatively constant across racial-ethnic groups, with Asians tending not to be "very satisfied." Unmarried participants tended to be somewhat more satisfied than married participants. Satisfaction was reasonably constant despite the number of children (**See Exhibit 13**).

Exhibit 13

GENERAL SATISFACTION WITH GAIN BY CHARACTERISTICS OF PARTICIPATING STUDENTS

Characteristic:	**N:**	**Percent Distribution:**				
		Very Satisfied	**Satisfied**	**Mixed**	**Dissatisfied**	**Very Dissatisfied**
Total	108	46.2	34.3	2.8	9.3	7.4
Age:						
Under 24 Years . .	2	100.0	0.0	0.0	0.0	0.0
25-29 Years	33	57.5	18.2	3.0	15.2	6.1
30-39 Years	54	46.2	38.9	1.9	5.6	7.4
Over 39	11	36.4	63.6	0.0	0.0	0.0
Sex:						
Male	30	36.7	40.0	3.3	13.3	6.7
Female	78	50.0	32.0	2.6	7.7	7.7
Race:						
Asian	14	14.3	64.3	0.0	2.1	0.0
Black	5	60.0	20.0	0.0	0.0	20.0
Hispanic	14	50.0	2.1	14.3	7.1	7.1
White	65	53.8	32.3	1.5	6.2	6.2
Other	10	30.0	30.0	0.0	20.0	20.0
Marital Status:						
Not Married	48	47.9	33.3	4.2	6.3	8.3
Married	26	38.5	34.6	0.0	23.1	3.8
Divorced Widowed .	11	36.3	45.5	0.0	0.0	18.2
Unknown	23	56.6	30.5	4.3	4.3	4.3
Number of Children:						
None	1	0.0	100.0	0.0	0.0	0.0
1 Child	25	48.0	32.0	8.0	4.0	8.0
2 Children	28	50.0	25.0	3.6	10.7	10.7
Over 2	20	40.0	45.0	0.0	10.0	5.0
Unknown	34	47.1	35.3	0.0	11.8	5.8
Age of Youngest Child:						
Under 3 Years . . .	13	61.3	23.2	0.0	15.5	0.0
3-5 Years	17	64.7	29.4	0.0	0.0	5.9
6-9 Years	31	25.8	45.1	9.7	9.7	9.7
10-15 Years	9	33.3	33.3	0.0	11.1	22.3
Over 15 Years . . .	1	0.0	100.0	0.0	0.0	0.0
Unknown	37	54.1	29.7	0.0	10.8	5.4

SOURCE: Phone survey of respondents from a random sample of 193 GAIN participants enrolled at Butte College, DeAnza College, Fresno City College and Napa Valley College.

Parents of younger children seemed to be a little more satisfied with the program (**See Exhibit 13**). This may be due to the fact that participants with children under six years old enrolled voluntarily in GAIN, whereas, participants with children over six were required (by law) to be in the program. This interpretation is supported by the finding that voluntary GAIN participants were more satisfied than mandatory participants (**See Exhibit 15**).

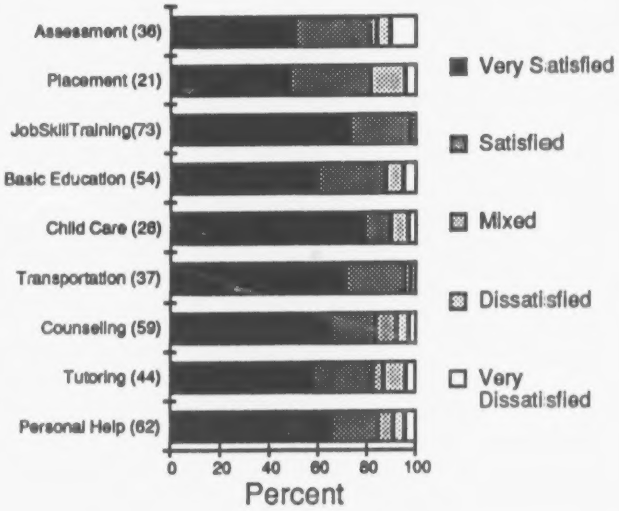
SATISFACTION WITH PROGRAMS AND SERVICES

Satisfaction with specific college programs and services contributing to the overall GAIN program was generally high. In fact, not less than 81 percent of the participants who received a particular service were either very satisfied or satisfied with each program or service. Programs and services receiving the highest levels of satisfaction included job skills training (97%), transportation (95%), and child care (89%) and basic education (87%).

Programs and services receiving somewhat lower, but still high levels of satisfaction, included assessment, placement, tutoring, counseling, and the helpfulness of the college GAIN liaison (between 81 and 84 percent satisfaction for each of these groups (**See Exhibit 14**).

Exhibit 14

SATISFACTION WITH PROGRAMS AND SERVICES AMONG GAIN STUDENTS



NOTE: Satisfaction ranking reported only for those reporting use of specified program or service.

SOURCE: Phone survey of 108 respondents from a random sample of 193 GAIN participants enrolled at Butte College, DeAnza College, Fresno City College and Napa Valley College.

REASONS FOR SATISFACTION AND DISSATISFACTION

Cross-referencing of general satisfaction with GAIN by selected participant experiences and by satisfaction with specific programs and services can indicate factors that have contributed to or detracted from the program's popularity among participants.

For example, GAIN students enrolling for the first time in the community colleges were somewhat more likely than returning or continuing students to be satisfied with GAIN **(See Exhibit 15)**. GAIN students on AFDC for less than two years were somewhat more satisfied than students on AFDC for more than two years. However, this is a very tentative conclusion since AFDC status was unknown for three-fourths of the sample.

Exhibit 15

GENERAL SATISFACTION WITH GAIN BY BACKGROUND AND CONDITIONS OF INVOLVEMENT

Characteristic:	N:	Percent Distribution:				
		Very Satisfied	Satisfied	Mixed	Dissatisfied	Very Dissatisfied
Total	108	46.2	34.3	2.8	9.3	7.4
Educational Attainment:						
Some High School	2	0.0	50.0	0.0	50.0	0.0
H.S. Diploma	7	42.8	28.6	14.3	0.0	14.3
Some College or More	23	47.8	34.8	4.3	13.1	0.0
Unknown	76	47.4	34.2	1.3	7.9	9.2
Enrollment Status:						
First Time	8	50.0	37.5	12.5	0.0	0.0
Returning	17	47.0	35.3	0.0	5.9	11.8
Continuing	66	48.5	32.0	3.0	12.0	4.5
Unknown	17	35.3	41.2	0.0	5.9	17.6
Time on AFDC:						
Under 7 Months	1	100.0	0.0	0.0	0.0	0.0
8-12 Months	7	42.8	28.6	0.0	14.3	14.3
13-24 Months	3	100.0	0.0	0.0	0.0	0.0
Over 24 Months	16	31.3	50.0	0.0	12.5	6.2
Unknown	81	47	33.3	3.7	8.6	7.4
Client Decision:						
Mandatory GAIN	46	43.5	37	4.3	8.7	6.5
Voluntary GAIN	18	83.3	11.1	5.6	0.0	0.0
Unknown	44	34.1	40.9	0.0	13.6	11.4
Reference to College:						
CWD Reference	6	50.0	33.3	0.0	0.0	16.7
Self-Initiated	53	54.7	32	3.8	3.8	5.7
Unknown	49	36.7	36.7	2.1	16.3	8.2

NOTE: Responses represent students answering questions about general satisfaction with GAIN.

SOURCE: Phone survey of respondents from a random sample of 193 GAIN participants enrolled at Butte College, DeAnza College, Fresno City College and Napa Valley College.

In reviewing these data, readers should note that voluntary GAIN students were clearly more satisfied with the program than the ones who were required to participate **(See Exhibit 15)**.

In only one instance was experience with a particular service or program related to general satisfaction with GAIN. Specifically, satisfaction with the help provided by the college's GAIN liaison was related to general satisfaction with GAIN **(See Exhibit 16)**. Given the high level of satisfaction with each GAIN program or service, it was not very probable that a statistical relationship would have occurred between satisfaction with the general program and satisfaction with the components.

Programs and Services Viewed as Most Helpful and Necessary

The last part of the phone survey interview asked open-ended questions to identify programs that were most helpful, needing improvement, and needed but not provided. During this part of the interview, respondents were also asked to share their general thoughts and concerns about GAIN.

Three generalizations can be made about GAIN student responses to these open-ended questions.

First, GAIN participants were more likely to have had positive than negative experiences with the community colleges. Respondents made twice as many comments in the "programs/services that were the most helpful" category than in the "need improvement" category **(See Exhibit 17)**. However, the fact that roughly the same number of positive and negative comments were given to the open-ended item asking for general comments suggests that there are definitely programs and services that need improvement.

Second, GAIN participants were generally satisfied with the range of programs and services provided. This is suggested by the fact that the "services needed but not provided" category elicited only 37 responses from the 108 survey respondents **(See Exhibit 17)**. Readers should also note that some individual respondents provided more than one of these 37 responses.

Third, GAIN participants are generally satisfied with program staff and counselors. Fifty-four positive or "most helpful" responses were volunteered about program staff and counselors, whereas only 16 negative or "need improvement/needed but not provided" responses were elicited **(See Exhibit 17)**.

Exhibit 16

SATISFACTION WITH GAIN BY SATISFACTION WITH SPECIFIC PROGRAMS AND SERVICES

Characteristic:	N:	Percent Distribution:				
		Very Satisfied	Satisfied	Mixed	Dissatisfied	Very Dissatisfied
Total	108	46.2	34.3	2.8	9.3	7.4
Assessment Satisfaction:						
Satisfied	29	45.0	41.3	6.9	3.4	3.4
Mixed	1	100.0	0.0	0.0	0.0	0.0
Dissatisfied	6	33.3	50.0	0.0	0.0	16.7
Unkwn/No Service .	72	47.2	30.6	1.4	12.5	8.3
Placement Satisfaction:						
Satisfied	17	64.7	29.4	0.0	5.9	0.0
Mixed	0	0.0	0.0	0.0	0.0	0.0
Dissatisfied	4	0.0	50.0	0.0	25.0	25.0
Unkwn/No Service .	87	44.8	34.5	3.5	9.2	8
Skill Training Satisfaction:						
Satisfied	71	52.1	32.4	1.4	9.9	4.2
Mixed	0	0.0	0.0	0.0	0.0	0.0
Dissatisfied	2	0.0	100.0	0.0	0.0	0.0
Unkwn/No Service .	35	37.1	34.3	5.7	8.6	14.3
Basic Ed Satisfaction:						
Satisfied	46	41.3	34.8	2.2	13	8.7
Dissatisfied	7	42.8	42.8	0.0	0.0	14.4
Unkwn/No Service .	55	50.9	32.7	3.6	7.3	5.5
Child Care Satisfaction:						
Satisfied	25	56.0	20.0	0.0	20.0	4.0
Dissatisfied	3	0.0	66.7	0.0	0.0	33.3
Unkwn/No Service .	80	45.0	37.5	3.7	6.3	7.5
Transport Satisfaction:						
Satisfied	35	48.6	37.1	0.0	8.6	5.7
Mixed	1	0.0	0.0	0.0	100.0	0.0
Dissatisfied	1	0.0	0.0	0.0	100.0	0.0
Unkwn/No Service .	71	46.5	33.8	4.2	7.0	8.5
Counseling Satisfaction:						
Satisfied	49	57.2	30.6	2	8.2	2
Mixed	5	40.0	20.0	0.0	40.0	0.0
Dissatisfied	5	0.0	60.0	40.0	0.0	0.0
Unkwn/No Service .	49	40.8	36.7	0.0	8.2	14.3
Tutorial Satisfaction:						
Satisfied	36	30.1	38.9	5.5	13.9	11.1
Mixed	2	0.0	50.0	0.0	50.0	0.0
Dissatisfied	6	66.7	33.3	0.0	0.0	0.0
Unkwn/No Service .	64	54.7	31.3	1.6	6.2	6.2
Personal Help Satisfaction:						
Satisfied	52	57.7	26.9	1.9	9.6	3.9
Mixed	4	100.0	0.0	0.0	0.0	0.0
Dissatisfied	6	0.0	66.7	0.0	0.0	33.3
Unkwn/No Service .	46	34.8	41.3	4.3	10.9	8.7

SOURCE: Phone survey of respondents from a random sample of 193 GAIN participants enrolled at Butte College, DeAnza College, Fresno City College and Napa Valley College.

PROGRAMS AND SERVICES THAT ARE MOST HELPFUL

Almost one-third of the 133 student comments about the most helpful programs and services pertained to job skill training, which includes vocational and academic courses and programs. Courses mentioned included career and life planning classes as well as specific job training. A typical comment was, *"My auto transmission class...a real good teacher. He didn't let you get by with not knowing."* One recent immigrant to the U.S. said, *"All my classes have helped me learn about this country. I increase my knowledge and became oriented toward my career."*

Slightly over one-fourth (27%) of the "most helpful" comments were about the program staff, including staff from programs such as EOPS, financial aid, CARE, and Women's Reentry **(See Exhibit 17)**. Students mentioned the help staff gave them in clarifying their career goals and steps to achieve them, as well as support in following through in their programs. (Because of the open-ended nature of the questions, it is probable that many of these comments could as well have been categorized under counseling, and visa-versa.)

Twenty-two comments, (16 percent of "most helpful services" comments), were made about counseling, both that done by college counseling staff and that done by staff in categorical programs such as EOPS **(See Exhibit 17)**. These positive comments focused on the personal and academic support and direction provided by counselors, including several who were associated with the GAIN program. Typical comments were:

> *"My GAIN counselor was a college counselor, and she walked me through everything from beginning to end."*
>
> *"My GAIN counselor helped me when I went through tough times. She was willing to bend (the rules) occasionally...My college counselor confused me."*
>
> *"I was lost before I met my GAIN counselor. I had no idea what I should study, or why I needed English and math."*

Financial assistance was mentioned 15 times as "most helpful" **(See Exhibit 17)**. Several said that the financial assistance, through either GAIN or financial aid, made it possible for them to pursue their training programs and eventually get off welfare. One student observed, *"The education component of welfare is really important. This will put you in an income bracket so you can live."*

Exhibit 17

RANKING OF GAIN STUDENT COMMENTS ON COLLEGE PROGRAMS AND SERVICES BY FREQUENCY OF RESPONSE

Programs and Services that were Most Helpful:	Number:	Programs and Services that Need Improvement:	Number:	Programs and Services Needed but Not Provided:	Number:
Job Skill Training	41	Job Skill Training	15	Financial Assist.	9
Program Staff	32	Counseling	13	Child care Services	7
Counseling	22	Coordination & Outreach	13	Coordination & Outreach	6
Financial Assistance	15	Financial Assistance	8	Job Skill Training	4
Tutorial	10	Tutorial	4	Counseling	4
Child care Services	8	Transportation	4	Transportation	3
Other/NEC	3	Program Staff	3	Other/NEC	3
Transportation	2	Child care Services	2	Program Staff	1
Coordination & Outreach	0	Other/NEC	1	Tutorial	0
Totals	133		63		37

NOTE: The total number of survey respondents from the four institutions is as follows: Napa Valley College: 34, Butte College: 27, DeAnza College: 15, and Fresno City College: 32.

Other comments in the "most helpful programs and services" category included tutoring, child care, and transportation. Those who mentioned tutoring said it helped them keep up with the rest of the class and increased their studying efficiency. Those who mentioned child care and transportation indicated that these services made it economically possible for them to attend school.

There were three Other/NEC (not elsewhere categorized) comments, including comments about assessment and the employment development plan, job development, placement and employment counseling, and being able to choose one's own courses and schedules.

PROGRAMS AND SERVICES NEEDING IMPROVEMENT

Of the 63 comments on programs and services that needed improvement, almost one-fourth had to do with job skill training (See Exhibit 17). These comments regarded inconvenient schedules, difficult prerequisites and requirements, and quality or appropriateness of courses.

Counseling was the second most often mentioned area that needed improvement. The thirteen comments in this category indicated dissatisfaction with the lack of availability of counselors, the length of time required to wait before seeing a counselor, and the lack of coordination and outreach provided (the latter two concerns are discussed below in the coordination/outreach summary).

Some typical comments included:

"My GAIN counselor doesn't keep in touch with me. I was struggling and there was nobody there to help me get used to going back to school."

"Everything is available, but you have to be able to ask. There is too long an appointment list for counseling. I had to meet a counselor in the hall for five minutes about an urgent question. Otherwise, I would have had to wait a week for an appointment."

"It takes a act of Congress to see a counselor (takes 3-5 weeks)."

The issue of coordination and outreach was of interest to respondents. The thirteen ("need improvement") comments indicated that respondents wanted more support from GAIN and the community colleges in making them aware of requirements and services (one suggested a peer assistance program). Others felt that GAIN and college staff should coordinate more in order to ensure the accuracy and consistency of information provided to GAIN participants. Outreach to GAIN participants on campus was also mentioned as an area of need, with respondents requesting more personal attention and follow-through.

Several respondents proposed the following solution to better coordination between the GAIN (welfare) and community college programs:

> *"The intention to combine the GAIN worker with the community college liaison worker is a good idea."*

Eight of the 63 comments (13%) in the "need improvement" category referred to financial assistance. These were mostly complaints that more funding was needed, especially in the areas of transportation, books, and child care.

UNMET NEEDS

Many of the comments in the "services needed but not provided" category overlapped the ones that were made in the "needs improvement" category. More financial assistance for things like child care, transportation, books, and clothing suitable for school was reflected in nine of the 37 comments in this category (24%).

There were seven comments about the need for child care; respondents would like more funding, more readily available services, service during transition, and sick-child care. Many of the comments regarding child care throughout the report were about the need to gradually phase out (GAIN-financed) child care:

> *"Child care for three months after employment is very helpful, but it may not be long enough."*

> *"Nobody helped me get child care after leaving GAIN. I was on a waiting list, but there was no response."*

Another GAIN participant proposed quite a different solution to the cutting-off-of-child care problem:

> *"Women with children over four (not six) should be required to go. They could be getting training before their children are in school. Then they'll be able to get a job and earn enough to pay for child care when their child goes to school, and they won't have the trauma of being cut off from child care and finding a job all at once."*

Six respondents mentioned the need for coordination and outreach, and four each mentioned the lack of job skill training and counseling in their particular programs.

The three comments indicating the need for transportation assistance, like the four comments on transportation in the "needs improvement" category, reflected respondents' desires for more funding generally, and for funding when bus service is available but inconvenient due to schedules and location of home and school or training site.

Other comments indicated that some respondents would like help finding jobs and workshops on seeking employment.

GENERAL COMMENTS ABOUT GAIN PROGRAM

There were roughly 120 responses to the fourth open-ended question, which solicited general comments about GAIN and the community colleges. Some comments and suggestions were at once negative and positive, and counting of response categories was difficult due to the personal and detailed nature of responses. Of the general comments, approximately 54 were positive and 60 negative, with 5 suggestions. Approximately 70 comments pertained to the GAIN program, 11 to the colleges, and 30 to both.

Several of the positive comments reiterated the publicly stated reasons for GAIN:

> *"The GAIN program is terrific, since it motivates people to get off AFDC (welfare)."*

> *"GAIN should be in every county that has a community college..it helped me get off of welfare."*

> *"GAIN gave hope to a lot of people who were down and out; it helped a lot of people I know."*

> *"The program has reduced my floundering around...I particularly liked getting free education and help with child care."*

> *"GAIN is excellent; people who don't want to work don't like GAIN."*

> *"With GAIN you have to work, but you get something for it."*

> *"Some women just take checks and don't do anything. There's a point when (after two years) Mom needs to get out and do something with her life."*

Critical comments had to do with the program's restrictiveness with respect to the amount or kind of schooling that GAIN would support. For example:

> *"GAIN is too restrictive on the types of career preparation. I had to fight for my program."*

> *"I'd like to see it continue past two years, so I can get a four-year degree or a teaching credential."*

> *"GAIN is good for unmotivated people to go through school. There are too many conditions for people who want a four-year degree."*

> *"There is pressure to finish in two years. Some training programs last longer."*

> *"GAIN is ineffective in getting people off AFDC. You cannot go into a program that you cannot complete in two years...If you have children, a two-year program doesn't qualify you to earn enough to support your family ...Also, the GAIN maximum of $400 for two years is not enough for the cost of schooling."*

> *"They shouldn't have dropped me so quickly (one semester). They dropped me when I graduated from the community college, even though I hadn't completed two years. They initially said I would be on GAIN for two years. Now, I'm at the university and it's extremely hard to make ends meet."*

Several participants also complained about the paperwork and other conditions of participation:

> *"When a person is enrolled in school, he shouldn't have to seek work during vacation periods; he'll just have to quit the job when his studies resume."*

> *"My only complaint--I have an unlicensed child care provider. I need timesheets signed each day by my supervisor at school and by my child care provider. It's difficult to remember to get these signed on time, but if I don't, I don't get my checks for either AFDC or child care."*

> *"It's humiliating to be on the program...I have to have my teachers give progress reports (to GAIN) and I have to use a separate (checkout) line at the bookstore."*

> *"It's humiliating to have an attendance sheet signed by instructors...lots of paperwork ...should be a simpler transition. It took all summer to get GAIN to pay for my child care. Then the provider lost their (child care) license."*

Sometimes getting one kind of financial aid resulted in losing another kind:

> *"It's hard to get off AFDC--$115/month is not enough. If I get college financial aid, I can't get food stamps."*

> *"I am (now) a Chico State junior. I must apply for financial aid, but if I get it, GAIN won't pay for my tuition and books. I need both the Pell grant and GAIN funds. I've gotten lots of promises but little follow through."*

What emerges from the open-ended comments is a mixture of positive and negative feelings about the GAIN program. A surprisingly high number of GAIN participants were already in the community colleges when they started GAIN, and while generally positive about the program, they frequently became annoyed with the program's bureaucratic requirements. Usually the GAIN program was a facilitator of a person's goals and dreams; occasionally it was perceived as a hinderance.

Another generalization from the unstructured respondent comments is the great importance of counselors or others providing good coordination between the college and GAIN. GAIN students are overwhelmingly positive about their community college courses, but their general satisfaction or dissatisfaction with GAIN (as distinct from the college) seems to have more to do with the relative amount of support they get from their counselor or GAIN liaison.

Conclusions

This section summarizes the findings of the study and suggests implications for policy development and further research.

FINDINGS

Analysis of the file search and survey suggests thirteen key conclusions:

1. When the demographic characteristics of GAIN and non-GAIN students are compared, GAIN students tended to be older; primarily female; and more likely to be minority, unmarried, and parents.

2. GAIN and non-GAIN students had similar levels of educational attainment; but the GAIN group had considerably more experience in the community college system than the non--GAIN group.

3. There was considerable diversity in the backgrounds of welfare recipients participating in GAIN. Some were well educated and experienced misfortunes that landed them in poverty. Others had children early in life and never did acquire the skills and work habits needed to support their families.

4. Most GAIN students referred themselves to the community colleges for GAIN related programs, and more than eight in ten were enrolled in a community college prior to their involvement with GAIN.

5. The majority of GAIN students had been on AFDC for more than two years, and most were required to participate in the GAIN program. However, there was a substantial minority who participated voluntarily in GAIN.

6. GAIN students require and receive more extensive instruction and services than non-GAIN students. GAIN students were much more likely to have received financial aid, child care, tutorial and EOPS services.

7. The most used GAIN programs and services were job-skill training (67%), basic education (51%), and transportation assistance (33%). Surprisingly, only 25 percent of GAIN students used child care services provided through the program. Many arranged for child care on their own, and several wanted GAIN to provide it.

8. The top three fields of study among GAIN participants were general studies, such as liberal arts and sciences, business management, etc. (34%); medical and health majors (19%); and clerical majors (13%).

9. The occupational categories most frequently identified by GAIN students in their career plan were medical and health (21%), clerical (20%), trade (18%), and education or social service (17%).

10. GAIN participants were overwhelmingly satisfied with GAIN and even more so with the colleges implementing their GAIN program. The groups that were most satisfied included females, unmarried participants, parents of younger (rather than older) children, voluntary (rather than mandatory) participants, and first time enrollees in the colleges (rather than returning or continuing students).

11. GAIN participants expressed a high degree of satisfaction with each of the college programs and services, and with the range or comprehensiveness of the services provided. In fact, over 80 percent of participants who received a particular service were either very satisfied or satisfied with that service. The highest levels of satisfaction were for job-skill training (97%), transportation assistance (95%), child care (89%), and basic education (87%).

12. Job-skill training, program staff and counseling were mentioned most often as the "most helpful" service or program. Job skill training and counseling were also mentioned the most often as "needing improvement," suggesting the high importance of these services to GAIN participants.

13. GAIN participants are generally satisfied with program staff and counselors. With respect to staff, there were more than three times more positive responses than negative responses.

14. Although a relatively modest number of complaints were made about GAIN, there were enough to merit attention. GAIN students perceived the principal deficiencies in the GAIN program as being:

    - Lack of coordination and outreach;
    - Lack of sufficient financial or in-kind (*e.g.* child care and transportation) resources;
    - Over-restrictiveness of the program with respect to the kinds or amount of schooling that GAIN would support; and
    - Bureaucratic inflexibility or requirements such as getting attendance sheets signed each day for each class.

All things considered, the experience to date suggests that GAIN students are receiving extensive services and that they are satisfied with the program.

IMPLICATIONS

Four key implications stand out from the above findings:

GAIN is a Promising Source of Labor

There is substantial evidence that in its first year GAIN enrolled participants who were highly motivated and at least as well educated as regular community college students. As employers begin to prepare for the labor shortage (of entry-level skilled personnel) in the 1990's, they might well look to the community college GAIN programs as attractive sources of skilled people.

Participants Like GAIN

As far as the GAIN participants are concerned, the GAIN program is a hit. They overwhelmingly buy into the program's philosophy and structure. The concerns that were expressed had to do with interpretation of the law and implementation by the particular institution or by people assigned to work with GAIN. To the extent that the colleges streamline their procedures and provide the right people to work with GAIN participants, the program is likely to maintain and increase its popularity with the clients.

Cost to Non-GAIN Students

GAIN students are creating higher demands on community colleges than non-GAIN students. Unless more funds are provided, GAIN might either displace other students or lower the general quality of education in the institution.

Need to Increase Flexibility

The great diversity in backgrounds and career aspirations among GAIN participants suggests that the program should be made more flexible to accommodate this diversity. State officials might want to explore ways of providing more flexibility with respect to the kinds and amounts of education provided through GAIN and the time child care is cut off after completing the educational program. The State might wish to look at ways to phase in and phase out funding for particular components, and perhaps to offer incentives (in the form of greater flexibility) to participants who perform well in school. At present, many participants feel boxed in by program restrictions and believe that the program did not deliver after raising expectations.

GAIN, within the community colleges and other training institutions, is still in its infancy. The findings of this report may become outdated as time passes and participation changes and grows. However, the experience of participants to date is promising.

◆ ◆ ◆ ◆

Appendix D

Chancellor's Office Transmittal Memorandum on Final, Adjusted Maintenance-of-Effort Factors

CHANCELLOR'S OFFICE
GEORGE DEUKMEJIAN, Governor

CALIFORNIA COMMUNITY COLLEGES
1107 NINTH STREET
SACRAMENTO, CALIFORNIA 95814
(916) 445-8752

January 28, 1988

TO: Superintendents/Chancellors/Presidents
Chief Instructional Officers
Chief Students Services Officers
Chief Business Officers
GAIN Coordinators

FROM: JOHN D. RANDALL
Interim Chancellor

SUBJECT: GAIN Maintenance of Effort Factors

THIS MEMO UPDATES INFORMATION DISCUSSED IN THE COUNCIL OF CHIEF EXECUTIVE OFFICERS ON JANUARY 20, 1988. IN A JANUARY 25 MEETING, THE STATE DEPARTMENT OF SOCIAL SERVICES ALTERED THE ADJUSTMENT FACTOR USED TO CALCULATE MAINTENANCE OF EFFORT RATIOS FROM 37.9% TO 47%.

A November 10, 1987 memo from this office to the districts announced the Department of Finance stipulation that allocation of GAIN Supplemental ADA would be subject to a maintenance of effort requirement. The attached table displays the GAIN maintenance of effort factors for credit and non-credit funding in each district. These factors emerge from an analysis of AFDC client participation in community colleges in Fall 1985.

We based the analysis on a match of State Department of Social Services (SDSS) AFDC clientele files and COCCC census student data for Fall 1985. The match, effected through a comparison of social security numbers, netted a list of AFDC clients in community colleges. We then used COCCC census student data to calculate and compare in ratio form the credit and non-credit instructional hours generated by AFDC students and those hours generated by all students.

We used all AFDC students in 1985 as the basis for initial ratio calculations. To compensate for the fact that CCC GAIN populations are an indeterminate subset of CCC AFDC populations, we reduced each ratio by 53.0% (SDSS estimates that 37.6% of all California AFDC persons will be mandatory GAIN participants and that 15% of the remaining 62.4% will volunteer, for a total AFDC participation rate in GAIN of 47.0%. Thus an estimated 53.0% of all AFDC persons statewide will not participate in GAIN).

We effected the SDSS-COCCC file match on a 60% sample of all colleges -- those for which we could identify social security numbers of individual students in the COCCC Census student data file. We obtained social security numbers for colleges in forty four districts, either through direct district reporting or through a descrambling process. For those colleges in the 26 districts without social security numbers and for which we could not effect a match with SDSS files, we developed proxy data. (See Enclosure 2).

The ratios will be used in allocation procedures to forward supplemental GAIN ADA to districts for 1986-87, 1987-88, and 1988-89. To receive supplemental GAIN ADA, districts must have exceeded their cap and must have generated GAIN ADA in excess of their maintenance of effort level (GAIN ADA ratio x [base + fundable growth]).

A separate certification of GAIN ADA supplemental funding will occur subsequent to and as soon as possible after the first principal apportionment certification (February, 1988), which will provide us with updated calculations of unfunded growth.

Questions regarding either funding procedures or method of calculating maintenance of effort factors may be addressed to Jan Hake at (916) 324-2353.

jf

Enclosures

cc: Ron Dyste
Joe Freitas
Robert Howard
Gary Cook
Jan Hake
Dale Rezabek
Terrie Pon

1/25/88

ENCLOSURE 1

GAIN Credit and Non-Credit AFDC/TOTAL ADA Rates (1) (2)

District	Total Students Fall 1985	Percent Students On AFDC	Number of Students On AFDC	Adjusted Credit Ratio (3)	Adjusted Non-Credit Ratio (3)
Allan Hancock Jt.	11639	1.92	224	0.0138	0.0140
Antelope Valley*	6927	—	—	0.0237	0.0205
Barstow	1776	6.59	117	0.0534	0.0000
Butte*	7084	—	—	0.0344	0.0109
Cabrillo	10055	3.12	314	0.0212	0.0000
Cerritos*	18351	—	—	0.0074	0.0413
Chaffey*	10977	—	—	0.0077	0.0068
Citrus*	9083	—	—	0.0074	0.0000
Coachella Valley	5920	2.38	141	0.0187	0.0082
Coast*	51724	—	—	0.0136	0.0107
College of the Sequoias	7810	3.93	307	0.0227	0.0143
Compton*	3718	—	—	0.0347	0.0678
Contra Costa	28734	2.31	664	0.0161	0.0000
El Camino	24865	1.71	425	0.0099	0.0000
Foothill*	40758	—	—	0.0077	0.0068
Fremont-Newark	7499	0.71	53	0.0046	0.0231
Gavilan Jt.	2969	3.60	107	0.0210	0.0089
Glendale*	17322	—	—	0.0074	0.0413
Grossmont-Cuyamaca	16919	1.51	256	0.0087	0.0000
Hartnell	6522	2.21	144	0.0139	0.0000
Imperial*	3546	—	—	0.0344	0.0000
Kern*	16937	—	—	0.0272	0.0119
Lake Tahoe	1495	2.21	33	0.0211	0.0000
Lassen	2001	7.95	159	0.0559	0.0523
Long Beach	23793	5.10	1214	0.0325	0.0698
Los Angeles	93026	3.15	2927	0.0187	0.0000
Los Rios	37764	4.16	1570	0.0252	0.0000
Marin*	14364	—	—	0.0211	0.0107
Mendocino-Lake	3183	6.57	209	0.0502	0.0133
Merced*	7528	—	—	0.0311	0.0021
Miracosta	7816	1.74	136	0.0117	0.0091
Monterey Peninsula*	7683	—	—	0.0211	0.0107
Mt. San Antonio	27161	1.51	411	0.0093	0.0064
Mt. San Jacinto	3136	6.73	211	0.0474	0.0000
Napa Valley	7152	2.71	194	0.0248	0.0043
North Orange County*	55317	—	—	0.0077	0.0068
Palo Verde*	730	—	--	0.0344	0.0109
Palomar	15445	1.55	240	0.0089	0.0119
Pasadena	22637	1.78	404	0.0136	0.0024
Peralta	27656	5.93	1639	0.0445	0.0172
Rancho Santiago*	30352	—	—	0.0211	0.0107
Redwoods	8012	5.27	422	0.0373	0.0066
Rio Hondo	11807	1.42	168	0.0100	0.0000
Riverside	13408	3.14	421	0.0198	0.0167
Saddleback*	23131	—	--	0.0077	0.0068
San Bernardino*	13465	—	—	0.0286	0.0000

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District	Total Students Fall 1985	Percent Students On AFDC	Number of Students On AFDC	Adjusted Credit Ratio (3)	Adjusted Non-Credit Ratio (3)
San Diego	61476	4.46	2742	0.0172	0.0601
San Francisco	55952	4.49	2515	0.0162	0.0414
San Joaquin*	14745	—	—	0.0311	0.0021
San Jose-Evergreen	16627	4.50	748	0.0254	0.0000
San Luis Obispo	6097	0.89	54	0.0046	0.0000
San Mateo	29503	0.81	238	0.0058	0.0000
Santa Barbara	20593	1.01	208	0.0087	0.0010
Santa Clarita*	3630	—	—	0.0077	0.0000
Santa Monica*	23064	—	—	0.0077	0.0068
Shasta-Tehama-Trinity Jt.	8165	8.52	696	0.0526	0.0573
Sierra Jt.	9615	3.06	294	0.0188	0.0000
Siskiyou Jt.*	2665	—	—	0.0344	0.0109
Solano County	8840	2.67	236	0.0169	0.0549
Sonoma County Junior	21587	2.06	444	0.0146	0.0140
South County*	19373	—	—	0.0211	0.0000
Southwestern*	10072	—	—	0.0311	0.0000
State Center*	16721	—	—	0.0309	0.0167
Ventura County	26735	1.40	373	0.0088	0.0000
Victor Valley	4958	4.40	218	0.0348	0.0000
West Hills	2138	2.95	63	0.0113	0.0000
West Kern	978	3.27	32	0.0170	0.0024
West Valley-Mission*	21719	—	—	0.0055	0.0068
Yosemite*	12957	—	—	0.0253	0.0205
Yuba	8141	6.28	511	0.0425	0.0045

* Proxy data used to calculate ratio.

(1) Ratio columns based on file match data base which includes 1.180 million cases.

First three columns based on totals in COCCC Report on Enrollment, Fall 1985, which includes 1.175 million cases.

(2) Ratio characteristics (after adjustment: see (3) below)

Credit range: 0.0046 to 0.0559
Non-credit range: 0.0000 to 0.0698

Highest ratios cluster in small rural districts and in large urban districts with large non-credit programs.

(3) These figures have been adjusted downward to 47.0% of the values calculated with a data base that included all AFDC students in colleges.

ENCLOSURE 2
Summary: Method for Calculating CAIN MOE Factors, Actual and Proxy

1. Sort COCCC census data into those with Social Security Numbers (SSN) and those without (descramble district SSN).

COCCC Census Student Data

With SSN (x)	Without SSN (*)

2. Sort DSS file into AFDC and non-AFDC.

DSS File

AFDC	Non-AFDC

3. Match DSS/AFDC and COCCC students with SSN. Result: Number and percent and SSN of AFDC students in colleges with SSN.

DSS/AFDC x COCCC census student data with SSN (x)

4. Actual MOE Factors:
Calculate number of credit and non-credit hours generated by AFDC and all students in colleges with SSN.

COCCC Census Student Data

AFDC (x)	NON AFDC (x)
credit hours non-credit hours	credit hours non-credit hours

5. Proxy MOE Factors:
a. Develop regression model to determine the best predictor of AFDC population size in those colleges with social security numbers. Result: relative EOPS program size (small, medium, large) and location (urban, suburban, rural).

b. Assign colleges with social security numbers to predictor cells and calculate weighted average credit and non-credit ratios of AFDC to total instructional hours.

c. Assign colleges without social security numbers to predictor cells and use the average weighted ratios for each cell to calculate a proxy number of AFDC hours generated in each college.

	EOPS-S	EOPS-M	EOPS-L
Suburban	14 (x) — 10 (*)	11 (x) — 8 (*)	3 (x) — 4 (*)
Urban	8 (x) — 3 (*)	6 (x) — 0 (*)	8 (x) — 1 (*)
Rural	2 (x) — 0 (*)	11 (x) — 3 (*)	8 (x) — 6 (*)

6. Aggregate college data to district level and calculate ratios of AFDC to total instructional hours, credit and non-credit.

```
            AFDC  CR                  AFDC   CR
Colleges ---- {    -->   Districts ---- {
(x) (*)    TOTAL NC      (x)  (*)    TOTAL NC
```

7. Adjust to 47.0% level to compensate for smaller size of CAIN population in current college AFDC population.

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